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January 19, 1961

To the Mayor,
City Council,
Planning Commission, and
People of Azusa:

In accordance with our agreement, we are pleased to submit to you the report on the proposed comprehensive, long-term General Plan for the future development of Azusa.

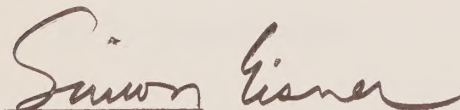
This is the third and last of a series of reports. The first two presented research material basic to preparation of the Plan. This report sets forth the objectives and standards of the Plan and explains its proposals.

A major purpose of this Report is to stimulate City-wide discussion and comment, and to obtain informed and intelligent participation in the public hearings to be held by the Planning Commission and City Council.

To the Council, Planning Commission, public officials, and the many citizens who have worked with us in the development of the proposed Azusa General Plan we express our warmest appreciation.

Respectfully submitted,

SIMON EISNER AND ASSOCIATES


Simon Eisner





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T A B L E O F C O N T E N T S

	Page
BACKGROUND FOR PLANNING	1
The City	2
What Is the General Plan	2
Why Prepare a General Plan	4
When Shall the General Plan Be Prepared	5
The Planning Process	5
The Regional Picture	6
Defining the Planning Area	6
Map: THE AZUSA GENERAL PLAN	following page 6
LAND USE: AGRICULTURAL	7
LAND USE: RESIDENTIAL	9
Objectives	9
Residential Densities	9
Low Low Density	10
Low Density	11
Medium Density	12
Trailer Parks: Medium Density	13
High Density	15
Population Estimates	17
The General Plan and Zoning in Residential Areas	17
Map: ULTIMATE POPULATION WITHIN SUBAREAS	following page 17
Chart: ESTIMATED ULTIMATE POPULATION	18
LAND USE: COMMERCIAL	19
Objectives	19
Neighborhood Shopping	20
Community Shopping Center	22
Downtown Azusa	22
Study: SKETCH STUDY OF DOWNTOWN AZUSA	following page 25
Highway Commercial	26
Commercial-Manufacturing	27
Study: SUGGESTED LAYOUT, COMMERCIAL-MANUFACTURING AREA	following page 27
Office-Institutional	28
The General Plan and Zoning in Commercial Areas	28

LAND USE: INDUSTRIAL	29
Objectives	29
Transitional Relationships	31
Quarries	31
Coordination with Neighboring Cities	32
The General Plan and Zoning for Industrial Areas	32
LAND USE: PERMANENT OPEN	33
CIRCULATION	35
Objective	35
Freeways	35
Major Highways	37
Secondary Highways	38
Traffic Collector Streets	39
Local Streets	39
Truck Routes	40
Bus Transit	40
Railroad	41
Heliport	41
Chart: HIGHWAY STANDARDS	following page 41
PUBLIC FACILITIES	42
Schools	42
Recreation	44
Chart: COMMUNITY RECREATION PARK: BASIS FOR SPACE STANDARDS	48
Study: DEEP LOT STUDY, RESIDENTIAL AND PARK ALTERNATIVES	following page 48
Civic Center	53
Fire Stations	54
Libraries	55
REVIEW AND ADOPTION OF THE GENERAL PLAN	56
EFFECTUATING THE PLAN	57
Chart: ZONE CHANGE PROCEDURE AS IT RELATES TO THE GENERAL PLAN	following page 60

BACKGROUND FOR PLANNING

Azusa is one of the Los Angeles area's oldest settlements. The City's name comes from an old Indian word, for there had been an Indian settlement here long before the white man. During the colonial period the Rancho de Azusa was one of the great San Gabriel Valley ranchos, boasting fine cattle, grapes, and field crops.

Today's Azusa was born as a stop on the Santa Fe when that railroad was built through the Valley during the 1880's. The community shared in the great land boom of that period -- and survived the subsequent bust, as many newly founded towns did not. With the coming of the railroad, the "center of town" shifted from Cerritos and First to its present location, near the then new railroad station.

The efforts of a few early settlers -- Dalton, Slauson, Hoover, and others -- to secure and distribute water aided the development and prosperity of the town in those days as a community of small farms and groves.

Azusa incorporated in 1898, seeking public improvements and a better water distribution system. It is the oldest incorporated City of the East San Gabriel Valley.

Like other Valley cities Azusa grew little until after World War II. Then the decade of the 'Fifties brought a new era to the little agricultural town: urbanization. Industry has assumed an important role in the community. Residential tracts have now replaced the groves and fields. Shopping centers have sprung up, causing some economic dislocation in the older central business district.

This General Plan looks toward Azusa's future -- the coming two or three decades. It indicates the direction and nature of the growth that those years will bring. It reflects what today's Azusa wants tomorrow's Azusa to be.

THE CITY

A modern city is a complex organism. It starts simply as land -- with certain natural resources and physical characteristics. Then, in order to serve people, that land is used for an infinite variety of functions, all interrelated, all woven together and tied to the region by a network of streets, drainage channels, telephone lines, bus lines, air and train routes. The major uses depend upon a multitude of public facilities -- schools, parks, libraries, fire stations, post offices, and city offices of all kinds.

A change in any part of this structure affects other parts and affects the community as a whole. Each new home means more traffic on the local street . . . and on all the city's streets. It means extra mail in the postman's bag, another housewife in the supermarket, more children in the schools, more water for lawns, more picnics in the park. In any city it means more or less taxes, depending on the care and thought given to maintaining proper balance in the use of the land resources and to establishing the proper quality for the development itself. Growth does not always mean strength and prosperity for the community. Unplanned growth and low standards can mean further tax loads and depreciating values . . . a drain on the already heavily burdened taxpayer.

WHAT IS THE GENERAL PLAN?

The General Plan (or Master Plan) is a guide for orderly city development. It organizes and coordinates complex relationships for the greatest health, safety, welfare, and convenience of the people and efficiency of the community. Further, it sets a direction for growth and change. The General Plan expresses the community's goals -- what it wants to be like and look like in the future -- and it establishes policies for approaching those goals. It is subject to review, study, and amendment as new trends and new conditions may warrant.

The State Planning Law (Section 65460) directs each planning commission to prepare a master plan which shall be a:

"comprehensive" . . . relating, integrating, and balancing all types of land use and all necessary public facilities within the city and its environs.

- "long-term" . . . looking ahead as far as is practicable, anticipating growth and planning for the needs of people both now and in the future.
- "general" . . . establishing only general locations and approximate sizes of the many elements, but clearly indicating their relationships, to each other and to the people who will require them.
- "plan" . . . the embodiment -- on maps and in a written report -- of the ideas and objectives of the community for its unified development.

The Planning Law then sets forth the elements which together make up the General Plan.

"65462. The Master or General Plan shall consist of a map and a statement describing it and a statement covering objectives, principles, and standards used to develop it; and shall include all of the following elements:

"(a) A land use element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, recreation, education, public buildings and grounds, and other categories of public and private uses of the land.

"(b) A circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other local public utility and facilities, all correlated with the land use element of the plan.

"(c) A statement of the standards of population density and building intensity recommended for the various districts and other territorial units, and estimates of future population growth, in the territory covered by the plan, all correlated with the land use element of the plan.

"(d) Supporting maps, diagrams, charts, descriptive material and reports."

Land use proposals, based on analysis of existing patterns and discernible trends, are directed toward achieving the most desirable utilization of land in conformity with the community's long-range objectives. The proposals are the basis for estimating population at ultimate

development of residential areas. The support for some types of commerce can also be derived from population estimates and related purchasing power studies, providing a guide for decisions on the amount of some types of commercial development to be indicated on the Plan. Other types of commercial usage and industrial needs are also a part of the Plan.

Public facilities include special uses of land which must be directly related to people. The ultimate population figures and land use pattern indicate the "how many" and the "where" for schools, parks, libraries, fire stations, and the Civic Center. The Plan also provides the basis for public and private planning for the many service needs of the urban community.

The circulation element deals with all relevant modes of transportation. Traffic planning is never solely a local matter, and the regional approach is especially important here. This element of the Plan is based on established and proposed routes of vehicular travel, coordinated with County and State plans. It takes into account the major traffic generators and patterns of traffic flow among them. It proposes realignments and presents cross-section standards.

WHY PREPARE A GENERAL PLAN?

The benefits to the community of coordinated and harmonious development are well known. The effects of the General Plan on individuals and specific land use problems, however, deserve a word. The General Plan, being a statement of long-range objectives, provides a framework for the solution of immediate, individual problems. Decision-making is simpler, sounder, and more consistent once an overall direction has been defined, a policy stated.

In a similar way the General Plan can aid the individual in the wise development of his property by providing him with a clear understanding of the community's long-range land policy. It contributes to the stability of all property values by prompting a healthy and balanced relationship of people, land and facilities.

Furthermore, the adoption of a General Plan makes a community eligible for various Federal and State assistance programs, providing the assurance that projects undertaken will not be piecemeal and haphazard but will fit into a comprehensive development scheme and will therefore be a sound investment for public funds.

WHEN SHALL THE GENERAL PLAN BE PREPARED?

The law does not prescribe when the Plan shall be prepared. The penalties for delaying this comprehensive guide to community development are not all legal penalties. They are economic, social, and esthetic consequences of undirected growth, traffic congestion, lack of public facilities. It is entirely up to the City and its leaders to recognize the need and determine when the Plan shall be prepared.

THE PLANNING PROCESS

Planning begins with research and analysis -- a full understanding of the community today, how it got that way, where it is heading. This phase involved (1) a comprehensive inventory, classification, and analysis of current land use and zoning, and (2) a study of social and economic characteristics of the population. Two reports on the findings of these studies have been published:

1. Land Use Report
2. Community Surveys Report

Together with research and analysis goes a definition of the community's goals, an expression of objectives and standards upon which information is analyzed and the General Plan developed. In the course of the many meetings involved in preparation of the Plan, the attitudes and objectives of the community were expressed by members of the Planning Commission and by the many citizens who attended those meetings.

Then comes the preparation of the General Plan. The Planning Commission has conducted many study sessions during which findings, recommendations and alternatives were discussed in arriving at proposals. There were meetings with City personnel, the school districts, the County Planning, Recreation, and Fire Departments, the County Flood Control District, County Streets and Highways Division, State Division of Highways, and U. S. Forest Service.

The General Plan is not the end but the beginning of a planning program. The Plan is based on knowledge and thinking today and must be reviewed periodically and revised to meet new conditions, new development trends, new technology. "To be effective, planning must be a continuous process of re-examination -- not something to be turned to only in crisis situations." 1/

1/ Planning for Growth, Sacramento, 1955, p. 25.

The General Plan must not become a historical document. It must be responsive and dynamic. Provision for periodic review should be part of the Council's adoption resolution.

THE REGIONAL PICTURE

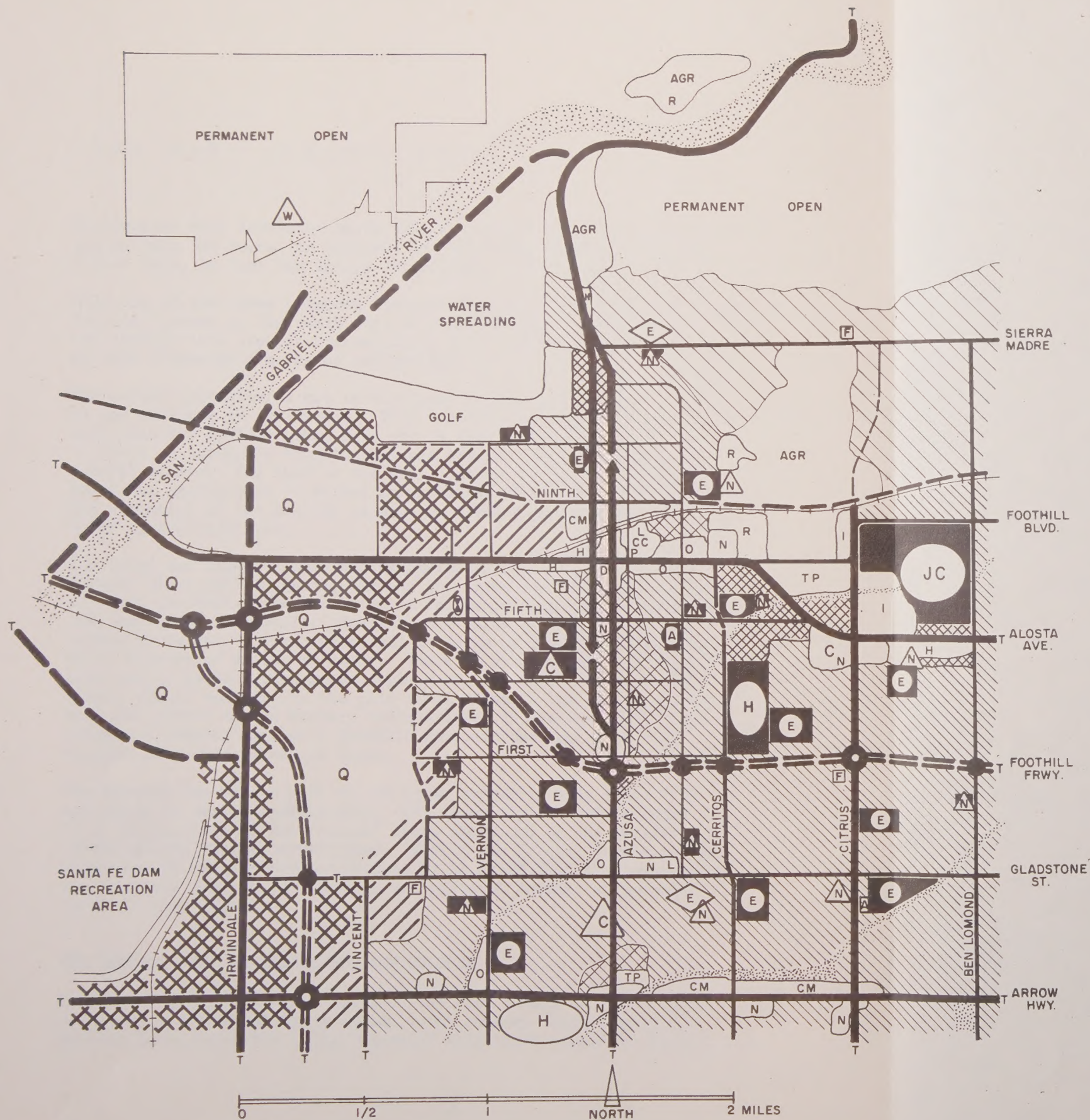
The Plan for Azusa has been developed in the context of the geography, land use, and circulation patterns of the San Gabriel Valley. The railroad and highways, the continuity of topography and of urban development today, the common agricultural history, and particularly the future Foothill Freeway join Azusa to the Valley and the metropolitan region. With the development of that Freeway, the River and the broad industrial belt just east of it will become less of a barrier.

The General Plan for land use and circulation in Azusa is consistent with the area land use plan for the Valley as set forth in the Regional Planning Commission's 1956 report The East San Gabriel Valley and a coordination meeting has been held. Regional aspects of the circulation proposals have been coordinated with both County and State plans. After adoption, a copy of the Plan should be filed with the Regional Planning Commission, as wisely provided in State law.

DEFINING THE PLANNING AREA

The State Planning Law, recognizing that political boundaries often fail to reflect physical, topographic, economic, or social facts, directs the Planning Commission to prepare a General Plan for "the City . . . and any land outside its boundaries which in the Commission's judgment bears relation to its planning." (Section 65460)

The 14 square mile planning area defined for this program includes the whole City of Azusa, parts of Irwindale and Duarte, and related unincorporated areas. The Planning Area is bounded by the mountains on the north, Ben Lomond Avenue on the east (with Glendora adjacent), Arrow Highway on the south (with Covina adjacent), and on the west by the Santa Fe Flood Control and San Gabriel River, extending across the River only to include the portion of Azusa which lies west of the River. The Plan has been coordinated with the adopted General Plans for Duarte and Covina which abut or overlap the Azusa Planning Area.



ELEMENTS OF THE GENERAL PLAN

CONSERVATION		RECREATION	
	FLOOD CONTROL		NEIGHBORHOOD PARK
	SETTLING BASIN		COMMUNITY PARK
	PERMANENT OPEN		WILDERNESS PARK
	WATER SPREADING GROUNDS		
AGR	AGRICULTURE		
RESIDENTIAL		PUBLIC FACILITIES	
	LOW DENSITY 0-3 FAM/NET AC.	CC	CIVIC CENTER
	LOW DENSITY 0-6 FAM/NET AC.	F	FIRE STATION
	MEDIUM DENSITY 7-15 FAM/NET AC.	L	LIBRARY
	HIGH DENSITY 16-25 FAM/NET AC.	P	POLICE
TP	TRAILER PARK 10-13 FAM/NET AC.	E	ELEMENTARY SCHOOL
		H	HIGH SCHOOL
COMMERCIAL		JC	JUNIOR COLLEGE
D	CENTRAL BUSINESS DIST.	A	SCHOOL ADMIN. OFFICE
C	COMMUNITY CENTER		
N	NEIGHBORHOOD CTR.	STREETS & HWYS.	
O	OFFICE-INSTITUTIONAL		FOOTHILL FREEWAY
H	HIGHWAY COMMERCIAL		MAJOR HIGHWAY
R	COMM. RECREATION		SECONDARY HWY.
C-M	COMMERCIAL-MFG.		TRAFFIC COLLECTOR
INDUSTRIAL			INTERCHANGE
	LIGHT INDUSTRIAL		GRADE SEPARATION
	GENERAL INDUSTRIAL	T	TRUCK ROUTE
Q	ROCK QUARRY		ONE-WAY STREET
QUASI PUBLIC		TRANSPORTATION	
I	INSTITUTIONAL		HELIPORT
			RAILROAD R-O-W

THE AZUSA GENERAL PLAN

LAND USE: AGRICULTURAL

The General Plan indicates three areas in agricultural use, aggregating only 364 acres, in contrast to just a few decades ago when the entire town, in fact the entire Valley, was in agriculture: citrus.

Only one of the three proposed long-term agricultural areas is in citrus - the one located on the north side of the River above the City. In wet weather this area is inaccessible, and, since a bridge is unlikely, no more intensive use can be recommended.

The second agricultural use is the dairy on San Gabriel Canyon Road at the entrance to the Canyon. This location is excellent. The dairy here does not disturb urban uses nor do they impinge on it. Also, it makes an agreeable transitional use between urban Azusa and the natural canyon. The land on the west side of the road is also proposed for agriculture -- either an expansion of the dairy, continuation and expansion of the poultry raising or trout farm now there, or some other agricultural use.

The third and largest long-term agricultural use is the Monrovia Nursery where potted plants, shrubs, and trees are grown and exported all over the West. The operation is wholesale only, and it is a big one, employing 300 people. However, the value of this use to the community cannot be measured solely in terms of number employed, payroll, volumes of sales, or acres. There is value of another kind in this gently rolling ever-green expanse of land once a part of the town's oldest ranchos, in the palm-lined drive to the old ranch house that now serves as the Nursery headquarters, in the beautiful foreground it creates against a dramatic mountain backdrop -- a view enjoyed from many points in Azusa.

The Nursery has been a part of the Azusa community only since 1957 and plans to remain indefinitely. The community can look forward to a continuation of the "values" cited above and of the cordial relationships already established. Should the Nursery terminate its operation in the far distant future, it is hoped that the ranch house can become a community historical and cultural center, as proposed later in this report.

THE GENERAL PLAN AND ZONING FOR AGRICULTURE

Long-term agricultural uses shown on the Plan should be protected by specially tailored exclusive agricultural zoning. Such zoning will protect these uses from a tax "squeeze" that might otherwise force

their demise, for a new State law requires that agricultural uses located in exclusive agricultural zones be assessed only in terms of the agricultural use, not in terms of any potential urban use.

Summary

A variety of factors have contributed to the decline of agriculture in the United States. These include: the loss of family farms, the consolidation of farms, the loss of rural population, and the loss of rural land.

These factors have led to a decline in the production of food and fiber, and to a loss of the rural landscape.

The loss of rural land is particularly alarming, as it is the source of many of the products we need for our survival.

It is therefore essential that we take steps to protect rural land and to encourage the development of agriculture.

Recommendations

1. The State should establish a Rural Land Bank to acquire and manage rural land for agricultural use.

2. The State should provide financial incentives to encourage the development of agriculture.

3. The State should establish a Rural Land Trust to provide technical assistance to farmers.

4. The State should establish a Rural Land Commission to oversee the implementation of these recommendations.

LAND USE: RESIDENTIAL

OBJECTIVES

- 1 A variety of dwelling types, with various densities appropriately located based on topographic conditions, relationship to needed facilities, and circulation routes.
- 2 Sound, healthful and attractive residential areas based on space standards suburban in character.
- 3 Development of school, park, and other necessary facilities well related to residential areas.
- 4 Conservation and/or rehabilitation of stable residential areas; no more intrusion of non-residential uses; raise standards of maintenance in older areas.

RESIDENTIAL DENSITIES

"Density" measures the relationship of people to the land they live on. Families or dwelling units are the measure of people; net residential acres are the measure of land actually used for residential purposes, excluding streets and non-residential uses.

For example, a "low density" figure of six families per net residential acre envisions single-family homes on lots averaging about 7,200 square feet (43,560 square feet -- one acre -- divided by 6 = 7,260). Lot sizes may vary somewhat, as they do in developed areas, but the overall average density should be about six families per net acre so that the proper balance between people, land, and public facilities will be maintained.

Density does not describe the dwelling type, however. Low density does not necessarily mean single family homes; it could mean, for example, a six-unit garden apartment structure on an acre of land.

Density standards recommended in the Plan were derived from study of existing development and zoning, topography, and the amount and condition of undeveloped land.

The General Plan proposes the following residential densities:

Density	Dwelling units per net residential acre	Average Lot area per dwelling unit
Low Low	0-3	variable
Low	0-6	7,500 sq. ft.
Medium	7-15	3,600
Trailer Park	10-13	
High	16-25	2,000

LOW LOW DENSITY: UP TO 3 UNITS PER NET ACRE

North of Azusa the San Gabriel Mountains rise abruptly, but there is a narrow foothill area suitable for residential development at a very low density. Lots of 10,000 to 20,000 square feet would be standard in most areas, but there may be a few areas of gentler topography which, once reached, could be divided into somewhat smaller lots. The steeper areas, on the other hand, will dictate larger lots. Hill-sides are by definition irregular, and no rigid standard can be prescribed. Final regulation will have to come through very judicious review of subdivision plans.

Regardless of lot size, it is imperative that hillside development have good access; roads may be less conventional in design than in a level land subdivision, but they must provide adequately for private and emergency vehicles. Drainage must be carefully handled. Grading must be kept very moderate, not only for visual and esthetic reasons but especially for safety reasons; even the most up-to-date engineering techniques and geological knowledge cannot guarantee absolute safety of high cuts and fills. Furthermore, minimum grading means more natural vegetation and preservation of the watershed.

Detailed slope studies underlie the demarcation of the 431 acres of Low Low Density area shown on the Plan. It extends northward to where the topography becomes extreme, with grades of 50 percent and more. In such steep terrain it is virtually impossible to introduce streets and create lots -- even taking into account the latest practices of cantilevering houses over "unbuildable" lots.

The southerly extent was derived from several factors. The area east of the Monrovia Nursery is already developed to a very low density and has been shown thus on the Plan. The area northwest of the Nursery is

*Substantiate
facts with p*

proposed for Low Low Density since it is closely related topographically to the area north of Sierra Madre Avenue and distinctly separated by a steep bluff from the Low Density residential areas developing to the west.

LOW DENSITY: UP TO 6 UNITS PER NET ACRE

Recent subdivisions in and near Azusa and elsewhere in the Valley have lots of 7,000 square feet and up. More and more cities and counties are adopting a minimum of 7,200 or 7,500 square feet for new lots, having found that lots smaller than that are simply inadequate for a reasonable size house with a desirable amount of outdoor space. Existing subdivisions with smaller lot sizes - 6,000 square feet or so - are proposed in this Plan to remain and be protected by zoning specially tailored for them, while new developments would be subject to the larger minimum. 2.1

The low density designation on the Plan covers most of the areas now in that use and extends it to some undeveloped areas and to some odd-shaped parcels deemed most suitable for that use.

The most controversial, perhaps, is the 14+ acre parcel at the southeast corner of Vernon and Gladstone, most of which is in the City of Azusa. The Vernon side is developed with several single family homes. There is a pumping station on Gladstone, and an outdoor storage yard in the interior of the parcel. The remainder is vacant. The area is surrounded by single-family development and is close to schools and parks. Although the configuration of the parcel is odd, it could and should be subdivided for single-family lots. The storage use should ultimately be relocated. Or a portion of the parcel could be utilized for an institutional use compatible with low density residential surroundings: a church or a nursery school. 2.4

Access design from Gladstone would depend upon the use; residential uses should not have direct access but should have a service road or a side-on or back-on relationship. 1

Although now zoned M-1, this parcel is not suitable for industrial or even commercial development because of its uniformly residential surrounding uses and its physical relationship to neighboring parcels and streets. The highway and the wash do not preclude its use for residences; they simply make necessary special care in planning.

The deep lot areas in the west central part of the City offer excellent opportunities for low density development in the interior portions by introducing streets. A plan should be developed for each such block so that the efforts of property owners can be coordinated. Piecemeal rear-lot development by individual owners can only create problems,

as it has done in towns all over the Valley. The sketch after page 48 represents possible solutions to just one block, as an example. There are a number of methods for doing the job -- from entirely private efforts by a development corporation composed of the property owners, outside persons, or a combination, to 1911 Improvement Act procedures, to various methods under the urban renewal program. These should be fully explored at once, though there can be great flexibility and no hurry about effectuation. *helpful hints*

MEDIUM DENSITY: 7 TO 15 UNITS PER NET ACRE

Medium density residential use is proposed for the central portion of the City, from First to Foothill and from San Gabriel easterly to Dalton and Soldano as shown on the Plan. The easterly line is flexible.

This is one of the oldest sections of town, yet many of the structures are attractive and well-maintained. There is also a scattering of new structures. The wide streets, some of them tree-lined, have contributed to the quality of the area. What are the problems of this area? Except along Azusa Avenue, there are few non-residential uses mixed in. The street pattern is the classic grid, but through traffic is important only on Azusa and San Gabriel, 3rd and 5th Streets, no major street pattern alteration seems warranted.

The area's major problem is substandard structures, of which there are many in the rear portion of the lot particularly. Some constitute a serious health and fire hazard. *4*

A vigorous program of building code enforcement would probably correct the most serious problems. Such a program should include careful inspection of each building and a reasonable time period for compliance. The conservation-rehabilitation program might also include coordinated tree planting and clean-up, paint-up campaigns to spruce up the area.

The people in the area and the Council and Commission may wish to consider the advisability of designating an Urban Renewal Project Area here -- not for large-scale clearance and redevelopment but for rehabilitation and conservation. The program of improvement would be substantially the same as if it were not officially designated, but there would be advantages to the property owners in terms of favorable financing for improvements and for new structures. There would also be advantages for the City in financing improvements in the area. *good suggestion*

This area has been proposed for medium density, anticipating the construction of new units on existing lots, replacing older structures. This character of development requires limitation to medium, not high, density to avoid overcrowding. Even if there should be more clearance and rebuilding than is contemplated and recommended here, medium density

seems appropriate. There is an abundance of high density space elsewhere in the community, and intensification of this central area to high density would too greatly compound the need for public facilities, needs which would be extremely difficult and costly to satisfy. A small neighborhood park of about three acres is proposed as a focus for the area and should be a part of any renewal plan. 3

Northeast of the Civic Center another medium density residential area is proposed. This area, though basically stable and pleasant, is also in need of some rehabilitation and conservation measures. Special attention should be given to buffering the area from the tracks and the shopping center. Though limited in extent, the area has many locational advantages which will continue to make it a desirable place to live.

Azusa and Arrow. The medium density proposed here could be either an extension of the existing trailer park use, or apartments. The area is well located with respect to shopping, schools, and two proposed parks. Access to this area deserves special consideration: there should be a service road paralleling Azusa on the west side, such as already exists on the east side. Also, multiple residential development should have an internal circulation system and should not have access off Donna Beth Avenue, whose character as a small, quiet residential street should be preserved. street not on map

TRAILER PARKS: MEDIUM DENSITY: 10 TO 13 UNITS PER NET ACRE

The trend to trailer living is nation-wide. New mobile homes (excluding travel trailers) amounted to 8.4 per cent of the total number of conventional units, single and multiple, added to the nation's housing in the years 1954-58. Many of these "mobile homes" are truly worthy of the name. They are often 10 feet wide, up to 60 feet long, ingeniously designed, luxuriously furnished. Recently developed trailer parks are large and well landscaped, affording privacy to each trailer. They almost always have recreation areas. The owners of these trailers are permanent residents; according to a 1958 nationwide study, the average trailer owner stays 27 months in one place. 1/

Trailer parks are a residential use, regardless of how large the trailer or how long it stays. Therefore the Plan proposes residential standards, a residential environment, and all necessary public facilities to serve the residents.

1/ Mobile Homes Manufacturers Association, Mobile Home and Travel Trailer Information, 1958, mimeo.

The tremendous volume of trailer park development in the last five years has provided a wealth of information as to what constitutes a good park — good as a place to live and good as a business. The latest comprehensive study on the subject says:

"The mobile home park, if it is to perform its function properly, must be a sizable operation. It cannot be a shoestring enterprise. To support the facilities and services needed, the minimum number of spaces provided ought to be at least 50, and probably should be closer to 100. The minimum area ought to be five or six acres, and probably should be ten acres." 1/

As for density standards — how many trailers per acre (including interior accessways, recreation areas, and other facilities) — the report reviews recent practices, size of trailer spaces, necessary spaces between trailers and between trailers and buildings. It concludes:

"A probable maximum of 10 to 12 spaces constitutes a reasonable and legally defensible requirement." 2/

These density standards are further buttressed by a 1959 study of Mobile Home Parks and Municipal Costs and Revenues, supervised by Dr. James Gillies of U.C.L.A. This study indicates that trailer parks with a density of 10 per acre yield a net revenue to the community, slightly greater, in fact, than low density single family homes, while higher densities of either type of development show a net loss.

The trailer park areas shown on the Plan include the existing new parks at Foothill and Citrus (116 spaces) and at Azusa and Arrow (66 spaces). In both areas, expansion is proposed. The larger one is built to the same high standards proposed here and sets a good example for further development. The 66-space park has a slightly higher density than the recommended maximum, but is well planned and well located.

The three older trailer courts on Loren Avenue in the industrial district (12, 18, and 20 spaces respectively) were probably developed as temporary housing in an earlier period when there were no standards and little historical experience to guide developments. Two are seriously crowded and all are surrounded by industrial uses — a very poor living environment. The Plan recommends that these courts be given a non-conforming status, a reasonable amortization period, at the end of which they would be expected to terminate their operation.

1/ Ernest R. Bartley and Frederick H. Bair, Jr., Mobile Home Parks and Comprehensive Community Planning, Public Administration Clearing Service, University of Florida, 1960, p. 35.

2/ Ibid., p. 85.

The proposed density reflects a desirable high level of development that has characterized the newer trailer parks in the San Gabriel Valley. The density of 13 trailers per net acre permits adequate space around each trailer and provides for recreation space as well. It closely approximates the standard recommended by the Mobile Homes Manufacturers Association, the Trailer Coach Association, and F.H.A.

The Plan further recommends that the minimum trailer park site be five acres, the minimum number of available spaces at first occupancy be 50, and urges that the Zoning Ordinance include standards for distance between trailers, size of spaces, accessways, parking, etc. It is essential that full trailer park regulations be incorporated in the zoning ordinance at once, in anticipation of the probable increase in trailer park development in Azusa.

HIGH DENSITY: 16 TO 25 UNITS PER NET ACRE

A total of 93 acres is proposed for high density residential use. Much of this is now zoned R-3, but only a fraction of it is being used at the permitted density.

The majority of the area proposed for high density is located along or near Alosta Avenue ^{1/} close to shopping centers, the Junior College, the High School, and major traffic arteries. The area is deficient in recreational facilities, however, and the present Little League field on Rockvale at the Wash, north of Fifth Street, is proposed to be expanded, preferably to the north, but if necessary to the east across Rockvale or south across the Wash.

The high density area along San Gabriel Avenue and Azusa Avenue between 12th Street and Sierra Madre has been committed by zoning. The lots here are very narrow and shallow, not well suited to the high density now allowed by zoning. Lot depth does not permit a service road, so access will have to be direct and will be extremely difficult. Special attention to setbacks and other development standards will be needed at once to effect a satisfactory relationship to streets and surrounding properties.

- 1/ Some of the Alosta frontage has been discussed as potential commercial property, but purchasing power studies showed no basis whatever for any such proposal. The commercial proposal also raises the spectre of "strip commercial" along Alosta. This outmoded type of development has been so problem-ridden and is now so widely condemned that it ought to be scrupulously avoided.

The high density area at Azusa Avenue near First Street and south of the future Freeway interchange is already on the land. No expansion is proposed. The buildings are, unfortunately, so close to the highway that not only is a service road impossible but there is not even sufficient space for buffering from highway noise and fumes. The Plan proposes that effective buffering measures be planned and instituted in connection with the future Freeway interchange to avoid further deterioration of the living environment in this area.

The high density area proposed south of the highway commercial zoning on Alostia between the Ranch Center and Ben Lomond needs particular attention because of its proximity to an established, stable single-family neighborhood, to the south. The street pattern will inevitably tie it to that neighborhood, since the multiple development will most likely front on a street which the existing single family homes will side on. Apartment buildings should be low -- preferably one-story -- and moderate in coverage. Front yards should be landscaped (not paved) and should be at least 20 feet in depth. Buffering and access control should also be employed where the multiple residential abuts the proposed highway commercial. *not on map*

Here is an instance where zoning pledges and commitments guide the General Plan instead of vice-versa. If there were no previous obligations, the best use of this area would be medium density residential. *is there a point to develop here?*

The high density area at the southeast corner of Foothill and Cerritos also deserves special consideration. This lovely knoll so closely connected with Azusa's history, has unique qualities -- the contours of the land, the fine view in several directions, convenience to shopping, schools, park, highways, and -- its dominant feature -- many fine old oak trees. Multiple residential development on this knoll should be something special in terms of site planning to make the most of the qualities of the area, in terms of architecture to blend with the scale of the hill and trees, and in terms of landscaping to augment the great oaks and the hill itself.

Access from Foothill and Alostia should be limited because of the high traffic volume and the dangerous curve and intersection at this point. Access from Cerritos and from a frontage service road or rear access road is advisable. This point of limited access and frontage service road or rear access road should apply to all multiple residential development along Foothill and Alostia.

The fact that most of the proposed high density areas are large open sites presents an opportunity to develop in Azusa multiple units which are well planned, well designed, pleasing to look at as well as comfortable to live in. A look at the extreme number of vacant apartments in nearby areas demonstrates the importance of good planning and building to promote stability in a highly competitive multiple housing market.

POPULATION ESTIMATES

Assuming that development follows the General Plan, population of the planning area (not including any population west of the San Gabriel River) at ultimate development is estimated at 46,000, an increase of about 12,000 over today's estimated population.

The main areas of increase will be:

Low density: in the hills and northerly part of the City.

Medium density: in intensified use of the central area and expansion of trailer park areas.

High density: along and near Alosta Avenue.

How were these estimates made? First the planning area was divided into subareas of workable size. The number of net residential acres in each density was measured for each subarea. Next, the average number of dwelling units per net residential acre was applied to get the total families in each sub-area. Household size and age distribution in each sub-area were determined from the community survey and projected for ultimate development. Applying density and household size factors to the acreages, preliminary population figures were derived. From these and from the age distribution estimates, school and park needs were determined and acreage deducted for them. Both population and facilities were recalculated until a proper relationship was achieved. The map and chart on the following pages show the estimates for each subarea.

THE GENERAL PLAN AND ZONING IN RESIDENTIAL AREAS

If the Zoning Ordinance is to implement the Plan effectively, it must be revised to incorporate the general standards set forth in the Plan. Some of the proposed standards belong in the Subdivision Ordinance -- particularly those relating to service roads and controlled access.

Zoning gives a time dimension to the General Plan. The areas shown in various densities on the Plan need not all be so zoned now. Rather, additional land can be zoned as the need develops for single family or multiple residential use located as shown on the Plan.

Special attention should be given to a medium density residential zone that will be usable and effective for Azusa's needs.

LAND USE: AGRICULTURAL

The General Plan indicates three areas in agricultural use, aggregating only 364 acres, in contrast to just a few decades ago when the entire town, in fact the entire Valley, was in agriculture: citrus.

Only one of the three proposed long-term agricultural areas is in citrus - the one located on the north side of the River above the City. In wet weather this area is inaccessible, and, since a bridge is unlikely, no more intensive use can be recommended.

The second agricultural use is the dairy on San Gabriel Canyon Road at the entrance to the Canyon. This location is excellent. The dairy here does not disturb urban uses nor do they impinge on it. Also, it makes an agreeable transitional use between urban Azusa and the natural canyon. The land on the west side of the road is also proposed for agriculture -- either an expansion of the dairy, continuation and expansion of the poultry raising or trout farm now there, or some other agricultural use.

The third and largest long-term agricultural use is the Monrovia Nursery where potted plants, shrubs, and trees are grown and exported all over the West. The operation is wholesale only, and it is a big one, employing 300 people. However, the value of this use to the community cannot be measured solely in terms of number employed, payroll, volumes of sales, or acres. There is value of another kind in this gently rolling ever-green expanse of land once a part of the town's oldest ranchos, in the palm-lined drive to the old ranch house that now serves as the Nursery headquarters, in the beautiful foreground it creates against a dramatic mountain backdrop -- a view enjoyed from many points in Azusa.

The Nursery has been a part of the Azusa community only since 1957 and plans to remain indefinitely. The community can look forward to a continuation of the "values" cited above and of the cordial relationships already established. Should the Nursery terminate its operation in the far distant future, it is hoped that the ranch house can become a community historical and cultural center, as proposed later in this report.

THE GENERAL PLAN AND ZONING FOR AGRICULTURE

Long-term agricultural uses shown on the Plan should be protected by specially tailored exclusive agricultural zoning. Such zoning will protect these uses from a tax "squeeze" that might otherwise force

their demise, for a new State law requires that agricultural uses located in exclusive agricultural zones be assessed only in terms of the agricultural use, not in terms of any potential urban use.

LAND USE: RESIDENTIAL

OBJECTIVES

A variety of dwelling types, with various densities appropriately located based on topographic conditions, relationship to needed facilities, and circulation routes.

Sound, healthful and attractive residential areas based on space standards suburban in character.

Development of school, park, and other necessary facilities well related to residential areas.

Conservation and/or rehabilitation of stable residential areas; no more intrusion of non-residential uses; raise standards of maintenance in older areas.

RESIDENTIAL DENSITIES

"Density" measures the relationship of people to the land they live on. Families or dwelling units are the measure of people; net residential acres are the measure of land actually used for residential purposes, excluding streets and non-residential uses.

For example, a "low density" figure of six families per net residential acre envisions single-family homes on lots averaging about 7,200 square feet (43,560 square feet -- one acre -- divided by 6 = 7,260). Lot sizes may vary somewhat, as they do in developed areas, but the overall average density should be about six families per net acre so that the proper balance between people, land, and public facilities will be maintained.

Density does not describe the dwelling type, however. Low density does not necessarily mean single family homes; it could mean, for example, a six-unit garden apartment structure on an acre of land.

Density standards recommended in the Plan were derived from study of existing development and zoning, topography, and the amount and condition of undeveloped land.

The General Plan proposes the following residential densities:

Density	Dwelling units per net residential acre	Average Lot area per dwelling unit
Low Low	0-3	variable
Low	0-6	7,500 sq. ft.
Medium	7-15	3,600
Trailer Park	10-13	
High	16-25	2,000

LOW LOW DENSITY: UP TO 3 UNITS PER NET ACRE

North of Azusa the San Gabriel Mountains rise abruptly, but there is a narrow foothill area suitable for residential development at a very low density. Lots of 10,000 to 20,000 square feet would be standard in most areas, but there may be a few areas of gentler topography which, once reached, could be divided into somewhat smaller lots. The steeper areas, on the other hand, will dictate larger lots. Hillside areas are by definition irregular, and no rigid standard can be prescribed. Final regulation will have to come through very judicious review of subdivision plans.

Regardless of lot size, it is imperative that hillside development have good access; roads may be less conventional in design than in a level land subdivision, but they must provide adequately for private and emergency vehicles. Drainage must be carefully handled. Grading must be kept very moderate, not only for visual and esthetic reasons but especially for safety reasons; even the most up-to-date engineering techniques and geological knowledge cannot guarantee absolute safety of high cuts and fills. Furthermore, minimum grading means more natural vegetation and preservation of the watershed.

Detailed slope studies underlie the demarcation of the 431 acres of Low Low Density area shown on the Plan. It extends northward to where the topography becomes extreme, with grades of 50 percent and more. In such steep terrain it is virtually impossible to introduce streets and create lots -- even taking into account the latest practices of cantilevering houses over "unbuildable" lots.

The southerly extent was derived from several factors. The area east of the Monrovia Nursery is already developed to a very low density and has been shown thus on the Plan. The area northwest of the Nursery is

proposed for Low Low Density since it is closely related topographically to the area north of Sierra Madre Avenue and distinctly separated by a steep bluff from the Low Density residential areas developing to the west.

LOW DENSITY: UP TO 6 UNITS PER NET ACRE

Recent subdivisions in and near Azusa and elsewhere in the Valley have lots of 7,000 square feet and up. More and more cities and counties are adopting a minimum of 7,200 or 7,500 square feet for new lots, having found that lots smaller than that are simply inadequate for a reasonable size house with a desirable amount of outdoor space. Existing subdivisions with smaller lot sizes - 6,000 square feet or so - are proposed in this Plan to remain and be protected by zoning specially tailored for them, while new developments would be subject to the larger minimum.

The low density designation on the Plan covers most of the areas now in that use and extends it to some undeveloped areas and to some odd-shaped parcels deemed most suitable for that use.

The most controversial, perhaps, is the 14+ acre parcel at the southeast corner of Vernon and Gladstone, most of which is in the City of Azusa. The Vernon side is developed with several single family homes. There is a pumping station on Gladstone, and an outdoor storage yard in the interior of the parcel. The remainder is vacant. The area is surrounded by single-family development and is close to schools and parks. Although the configuration of the parcel is odd, it could and should be subdivided for single-family lots. The storage use should ultimately be relocated. Or a portion of the parcel could be utilized for an institutional use compatible with low density residential surroundings: a church or a nursery school.

Access design from Gladstone would depend upon the use; residential uses should not have direct access but should have a service road or a side-on or back-on relationship.

Although now zoned M-1, this parcel is not suitable for industrial or even commercial development because of its uniformly residential surrounding uses and its physical relationship to neighboring parcels and streets. The highway and the wash do not preclude its use for residences; they simply make necessary special care in planning.

The deep lot areas in the west central part of the City offer excellent opportunities for low density development in the interior portions by introducing streets. A plan should be developed for each such block so that the efforts of property owners can be coordinated. Piecemeal rear-lot development by individual owners can only create problems,

as it has done in towns all over the Valley. The sketch after page 48 represents possible solutions to just one block, as an example. There are a number of methods for doing the job -- from entirely private efforts by a development corporation composed of the property owners, outside persons, or a combination, to 1911 Improvement Act procedures, to various methods under the urban renewal program. These should be fully explored at once, though there can be great flexibility and no hurry about effectuation.

MEDIUM DENSITY: 7 TO 15 UNITS PER NET ACRE

Medium density residential use is proposed for the central portion of the City, from First to Foothill and from San Gabriel easterly to Dalton and Soldano as shown on the Plan. The easterly line is flexible.

This is one of the oldest sections of town, yet many of the structures are attractive and well-maintained. There is also a scattering of new structures. The wide streets, some of them tree-lined, have contributed to the quality of the area. What are the problems of this area? Except along Azusa Avenue, there are few non-residential uses mixed in. The street pattern is the classic grid, but through traffic is important only on Azusa and San Gabriel, 3rd and 5th Streets, no major street pattern alteration seems warranted.

The area's major problem is substandard structures, of which there are many in the rear portion of the lot particularly. Some constitute a serious health and fire hazard.

A vigorous program of building code enforcement would probably correct the most serious problems. Such a program should include careful inspection of each building and a reasonable time period for compliance. The conservation-rehabilitation program might also include coordinated tree planting and clean-up, paint-up campaigns to spruce up the area.

The people in the area and the Council and Commission may wish to consider the advisability of designating an Urban Renewal Project Area here -- not for large-scale clearance and redevelopment but for rehabilitation and conservation. The program of improvement would be substantially the same as if it were not officially designated, but there would be advantages to the property owners in terms of favorable financing for improvements and for new structures. There would also be advantages for the City in financing improvements in the area.

This area has been proposed for medium density, anticipating the construction of new units on existing lots, replacing older structures. This character of development requires limitation to medium, not high, density to avoid overcrowding. Even if there should be more clearance and rebuilding than is contemplated and recommended here, medium density

seems appropriate. There is an abundance of high density space elsewhere in the community, and intensification of this central area to high density would too greatly compound the need for public facilities, needs which would be extremely difficult and costly to satisfy. A small neighborhood park of about three acres is proposed as a focus for the area and should be a part of any renewal plan.

Northeast of the Civic Center another medium density residential area is proposed. This area, though basically stable and pleasant, is also in need of some rehabilitation and conservation measures. Special attention should be given to buffering the area from the tracks and the shopping center. Though limited in extent, the area has many locational advantages which will continue to make it a desirable place to live.

Azusa and Arrow. The medium density proposed here could be either an extension of the existing trailer park use, or apartments. The area is well located with respect to shopping, schools, and two proposed parks. Access to this area deserves special consideration: there should be a service road paralleling Azusa on the west side, such as already exists on the east side. Also, multiple residential development should have an internal circulation system and should not have access off Donna Beth Avenue, whose character as a small, quiet residential street should be preserved.

TRAILER PARKS: MEDIUM DENSITY: 10 TO 13 UNITS PER NET ACRE

The trend to trailer living is nation-wide. New mobile homes (excluding travel trailers) amounted to 8.4 per cent of the total number of conventional units, single and multiple, added to the nation's housing in the years 1954-58. Many of these "mobile homes" are truly worthy of the name. They are often 10 feet wide, up to 60 feet long, ingeniously designed, luxuriously furnished. Recently developed trailer parks are large and well landscaped, affording privacy to each trailer. They almost always have recreation areas. The owners of these trailers are permanent residents; according to a 1958 nation-wide study, the average trailer owner stays 27 months in one place. ^{1/}

Trailer parks are a residential use, regardless of how large the trailer or how long it stays. Therefore the Plan proposes residential standards, a residential environment, and all necessary public facilities to serve the residents.

^{1/} Mobile Homes Manufacturers Association, Mobile Home and Travel Trailer Information, 1958, mimeo.

The tremendous volume of trailer park development in the last five years has provided a wealth of information as to what constitutes a good park -- good as a place to live and good as a business. The latest comprehensive study on the subject says:

"The mobile home park, if it is to perform its function properly, must be a sizable operation. It cannot be a shoestring enterprise. To support the facilities and services needed, the minimum number of spaces provided ought to be at least 50, and probably should be closer to 100. The minimum area ought to be five or six acres, and probably should be ten acres." 1/

As for density standards -- how many trailers per acre (including interior accessways, recreation areas, and other facilities) -- the report reviews recent practices, size of trailer spaces, necessary spaces between trailers and between trailers and buildings. It concludes:

"A probable maximum of 10 to 12 spaces constitutes a reasonable and legally defensible requirement." 2/

These density standards are further buttressed by a 1959 study of Mobile Home Parks and Municipal Costs and Revenues, supervised by Dr. James Gillies of U.C.L.A. This study indicates that trailer parks with a density of 10 per acre yield a net revenue to the community, slightly greater, in fact, than low density single family homes, while higher densities of either type of development show a net loss.

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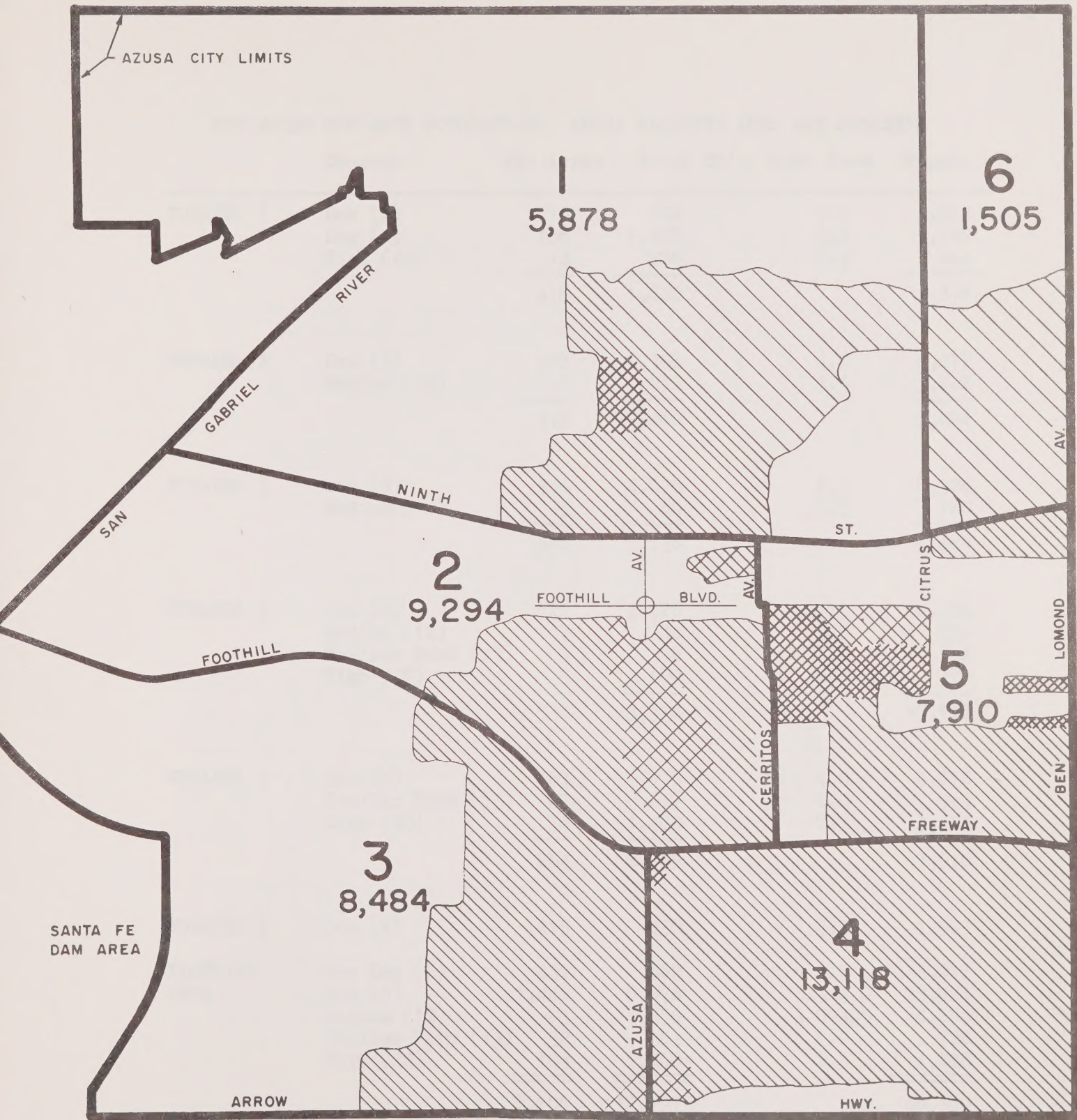
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LEGEND

-  LOW DENSITY (0-3 FAM/NET AC.)
-  LOW DENSITY (0-6 FAM/NET AC.)
-  MEDIUM DENSITY (7-15 FAM/NET AC.)
-  HIGH DENSITY (16-25 FAM/NET AC.)
-  NON-RESIDENTIAL AREAS

ESTIMATED ULTIMATE POPULATION: AZUSA PLANNING AREA AND SUBAREAS

	Density	Net Acres	Total DU's	Fam. Size	Popul.
SUBAREA 1	Low (2)	216	432	3.5	1,512
	Low (6)	188	1,128	3.3	3,722
	High (20)	14	280	2.3	644
		<u>418</u>	<u>1,840</u>		<u>5,878</u>
SUBAREA 2	Low (6)	228	1,368	4.0	5,472
	Medium (12)	91	1,092	3.5	3,822
		<u>319</u>	<u>2,460</u>		<u>9,294</u>
SUBAREA 3	Low (6)	346	2,076	4.0	8,304
	Medium (12)	5	60	3.0	180
		<u>351</u>	<u>2,136</u>		<u>8,484</u>
SUBAREA 4	Low (6)	521	3,126	4.0	12,504
	Medium (12)	7	84	3.0	252
	Trailer Park (13)	5	66	2.0	132
	High (20)	5	100	2.3	230
		<u>538</u>	<u>3,376</u>		<u>13,118</u>
SUBAREA 5	Low (6)	163	978	4.0	3,912
	Trailer Park (13)	27	297	2.0	594
	High (20)	74	1,480	2.3	3,404
		<u>264</u>	<u>2,755</u>		<u>7,910</u>
SUBAREA 6	Low (2)	215	430	3.5	1,505
PLANNING AREA	Low Low (2)	431	862	3.5	3,017
	Low (6)	1,446	8,676	3.3-4.0	33,914
	Medium (12)	93	1,236	3.0-3.5	4,254
	Trailer Park (13)	32	363	2.0	726
	High (20)	103	1,860	2.3	4,278
		<u>2,105</u>	<u>12,997</u>		<u>46,189</u>

LAND USE: COMMERCIAL

OBJECTIVES

To revitalize the downtown area, to seek for it a new role, a new spirit, and a new look.

To serve the shopping service needs of residents efficiently and conveniently in neighborhood shopping facilities.

To encourage planned commercial development which will look well, function well, and not create traffic conflicts.

To provide for groups of commercial uses related to or dependent upon highway traffic.

To guide office and institutional development.

To designate commercial-manufacturing areas for those "borderline" businesses which need not, often cannot, locate in heavier industrial districts nor in retail commercial districts.

Downtown Azusa, until quite recently, was the only shopping area in town. As Foothill Boulevard increased in importance, businesses of all kinds developed on the frontages. A few corner stores sprang up around town. Then came the wave of shopping centers, engulfing much of the San Gabriel Valley. Older areas were hard put to compete with the fresh, efficient, shopping centers with their convenient groupings of stores and their acres of free parking. Downtown Azusa is one of the hardest hit of the traditional downtown areas.

As in most other communities, the commercial zoning situation in Azusa is out of balance. In the 1959 Land Use Survey there were 209 acres zoned C-2 and C-3. Less than one-quarter of this land was actually used for commercial and parking purposes. Another quarter lay dormant -- vacant lots and undeveloped acreage. Another quarter was in streets, and the remaining quarter was used for miscellaneous non-commercial purposes. Yet during the past year, additional commercial zoning has been granted, particularly along highways -- and this raises another problem.

The practice of commercial "strip zoning" along highway frontages has been roundly condemned by Chambers of Commerce, planners, economists, and traffic engineers. The concept may have had some validity when auto traffic was still sparse and slow, but with today's traffic volumes and speeds, the likelihood of stopping on impulse to buy a

particular commodity is remote and the practice of frequent curb cuts and on-street parking becomes more obsolete. The strip commercial problem is somewhat alleviated if lots are wide and deep and if service roads and off-street parking are provided, so that the highway can still perform its main function as a through traffic carrier. However, the visual problem of disassociated buildings and signs remains . . .

NEIGHBORHOOD SHOPPING

Neighborhood commercial districts serve the daily or frequent food and convenience needs of families in their immediate vicinity. They usually include a supermarket or grocery and other small shops such as a drug store, variety store, barber and beauty shops, laundromat, cleaners, liquor store, shoe repair.

Eight neighborhood shopping areas all of which are in existence, are indicated on the Plan. Three are quite small scale:

- Fifth Street and Azusa Avenue (Safeway Market)
- First Street and Azusa Avenue (Yorway Market)
- Arrow Highway and Clydebank Avenue (Valleydale Market)

These are closely related to surrounding residential areas and, while the addition of one or two convenience shops and services would not alter their character, no substantial enlargement is proposed. Increase and/or improvement of parking facilities may be in order, however.

The other five are true neighborhood shopping centers in the modern sense, with integrated groupings of food and convenience outlets and adequate off-street parking. They are located at:

- Gladstone Street and Azusa Avenue: Edgewood Center
- Arrow Highway and Azusa Avenue: Shopping Bag
- Foothill Boulevard at Cerritos Avenue: Azusa Square
- Arrow Highway at Cerritos Avenue: McDaniel's Market
- Arrow Highway and Citrus Avenue: Food Giant (under construction)

The Foothill Center also serves as a neighborhood shopping center for its surrounding area but is discussed later as a community shopping center.

Purchasing power studies were developed, based on number of families at planned ultimate land development, estimated income, and a series of standards for deriving supportable acreage for neighborhood.

commercial development. ^{1/} These showed support for about 47 acres of neighborhood commerce at 4:1 parking. This compares closely with the standard of one acre per 1,000 population, a rule of thumb often used in general planning, which would yield 46 acres of neighborhood commercial for the ultimate 46,000 population. Similar studies of support for supermarkets showed that there are enough supermarkets to serve not only the present but also the ultimate population.

The Plan proposes no new neighborhood shopping centers and no expansion of those existing. The Planning Area is already served by some 49 acres of neighborhood commerce, allotting reasonable portions of the downtown area, Foothill Center, and Azusa Square. Portions have also been included from neighborhood centers on the periphery of the Planning Area. The allocation was as follows:

Gladstone Street and Azusa Avenue: Edgewood Center	10.3 acres
Arrow Highway and Clydebank Avenue: Valleydale	2.0
First Street and Azusa Avenue: Yor-Way Market	3.2
Fifth Street and Azusa Avenue: Safeway Market	2.5
Downtown Azusa	3.0 of total 10.3
Foothill Boulevard and Cerritos: Azusa Square	10.0 of total 17.6 including bowling alley
Arrow Highway and Azusa Avenue: Shopping Bag	3.0 of total 7.6
Arrow Highway and Cerritos Avenue: McDaniel's	2.0 of total 5.5
Arrow Highway and Citrus Avenue: Food Giant	3.0 of total 7.5
Foothill Boulevard and Citrus Avenue: Foothill Center	10.0 of total 30.5 including Ranch Center
	49.0

^{1/} The chief sources for these studies were:

R. L. Nelson, The Selection of Retail Locations, New York, F. W. Dodge, 1958, 413 pps.

"The True Look of the Super Market Industry, 1959" Super Market Merchandising, May 1960, pp 74-88.

Sales Management, Survey of Buying Power, May 10, 1959.

COMMUNITY SHOPPING CENTER

The Azusa Community Survey demonstrated very clearly that the most important shopping location for Azusans is the Foothill Center.

A community shopping center, according to the widely accepted Urban Land Institute Study, ^{1/} offers not only food and convenience goods and services, but also sells "soft lines" (such as wearing apparel) and "hard lines" (such as hardware, appliances, and occasionally some furniture). It offers considerable variety and depth of merchandise. The principal outlet is usually a variety store or junior department store, in addition to the supermarket. Centers of the "community" classification vary widely in square footage and in population served. The average building area is 150,000 square feet. The center may draw anywhere from 20,000 to 100,000 people and may range in size from 10 to 30 acres.

The Foothill Center fits the community shopping center description exactly. It occupies 22 acres, has a very substantial grouping of stores (about 169,000 square feet all together), plenty of parking, and serves the entire population of Azusa as well as communities to the east and south.

DOWNTOWN AZUSA

Two major factors have initiated and hastened the decline of downtown Azusa:

- * development of modern, shopping centers nearby, and
- * failure of downtown merchants and property owners to take concerted action to meet the competition.

Nothing can be done about the shopping centers; they are there, they are prospering, they are serving the community well. They are offering lesson after lesson to the downtown merchant.

Something must be done about downtown. Three years of inaction prove

^{1/} J. Ross McKeever, Shopping Centers Re-Studied (Part One - Emerging Patterns), Urban Land Institute Technical Bulletin No. 30, February 1957, page 9.

that ignoring a problem doesn't make it go away. Downtowns across the nation have the same problem, and at long last many are waking up and taking bold action. Downtown people across the nation are doing things, taking chances, thinking big, spending big, innovating, and above all — working together.

Many of Azusa's leading stores have been forced to quit and move out. Others are on the verge of doing so. There are still a few, however, who are willing to make a try, a few who realize that no one store, no one person can bring downtown Azusa back to life single-handed. There are a few who realize that a few isolated or limited measures won't work.

In Azusa all the symptoms of the **sickness** are evident: poorly maintained buildings, numerous vacancies even in "good" locations, every-man-for-himself design, bare sidewalks — hardly a tree, plant, or shopper in sight, ugly alleys, scattered uses. There are evidences of piecemeal remedies: parking lots with plenty of spaces, a sprinkling of remodeled store fronts.

Azusa, like those many other downtowns, has heard "paint-up", "clean-up", "mall", "divert traffic", "rear entrances", "anchor store", "promote". These words have become cliches, but they still can have great meaning and importance . . . not one at a time, but as parts of a purposeful, integrated program for revitalization. The pill-at-a-time patent medicines won't work on this patient; only a comprehensive, thorough plan of treatment will lead to recovery. It may be a slow convalescence but each sign of improvement will encourage the patient and renew his faith in the treatment — and his energy to pursue it.

The central area looks bad but we cannot afford to abandon it. It represents human values as well as still substantial property values. We don't want to and can't afford to erase what we have, we must invent ways to enhance what is good, correct what is bad, and direct all action toward agreed-upon goals.

The first treatment the central area needs is a large dose of cooperative spirit. This should be shot into merchants and property owners alike (some may need more than others). Cooperation should be self-generating.

With cooperative spirit at a high pitch, downtown Azusa people should start producing detailed ideas and plans. It is too early for specific plans now. A certain amount of economic research would be needed as a framework for a program.

We can offer some ideas, "brainstorm" . . . without too much qualification and analysis. The intent here is to show that things can be done, plans can be made, the district can be brought back to life and is worth working for.

1. First of all, extend the cooperative spirit into merchandising. The merchants of downtown Azusa could associate, pool resources, join together as one big store . . . with the economic advantages of such coordination passed along to the customers in lower prices. Lower prices are a pretty dependable method of attracting customers.

Some downtowns have taken a mild first step in the direction of coordination by instituting a joint charge account good at all stores in the area. But to have real impact on prices, consolidation must go far beyond this -- to centralized purchasing, pricing, advertising, delivery, parking. All this could occur without major building changes in the first stages and each merchant could retain his store.

The key element in such a scheme would be a manager -- an aggressive, imaginative, energetic person with a near-miraculous ability to harmonize diverse interests and personalities. Before even the most dynamic manager can succeed, however, it may be necessary to administer a supplemental shot of cooperative spirit to the downtown people

2. What are some of the possibilities for specialized facilities that would draw people to downtown Azusa? The many furniture, hardware, and paint stores could form the nucleus of a home improvement center -- especially if coordinated merchandising, hence low prices, could be instituted. Other home and garden stores and services could surely be attracted into the district. Promotional schemes for doing-it-yourself could be linked with this theme . . . instruction sessions, displays, demonstrations.

Another possibility: recreation. Azusa's role as gateway city to a variety of regional resort areas might keynote the development of a group of stores and services -- sporting goods, ski shops, skin diving, archery, golf and tennis, hunting and fishing, riding equipment and apparel, boats, go-karts. The more stores and the more variety, the better. There would be limitless opportunities for promotional shows, demonstrations, and courses . . . a permanent, yet ever-changing Sportsman's Show.

Yet another possibility: an early California village . . . to bring to life the rich mission and rancho history of the Valley. There could be restaurants and shops with a Mexican motif, and physical improvements in the district as a whole might carry out the theme. The popular Azusa Golden Days parade and festivities would tie in perfectly.

Downtown Azusa would be a good location for various specialty shops. It especially needs some good restaurants; they would be patronized by people en route to and from the plants and recreational areas nearby.

Other possibilities will come to mind when economic facts are collected, facts on such subjects as what kinds of stores have had to move out of

the district, what kinds are still prospering, which are borderline, what kinds are coming in, what real coordinated merchandising might mean.

The accompanying sketch suggests some of many possible opportunities in physical replanning and remodeling. In general, retail outlets should be concentrated in the center, and offices can be located around the edges.

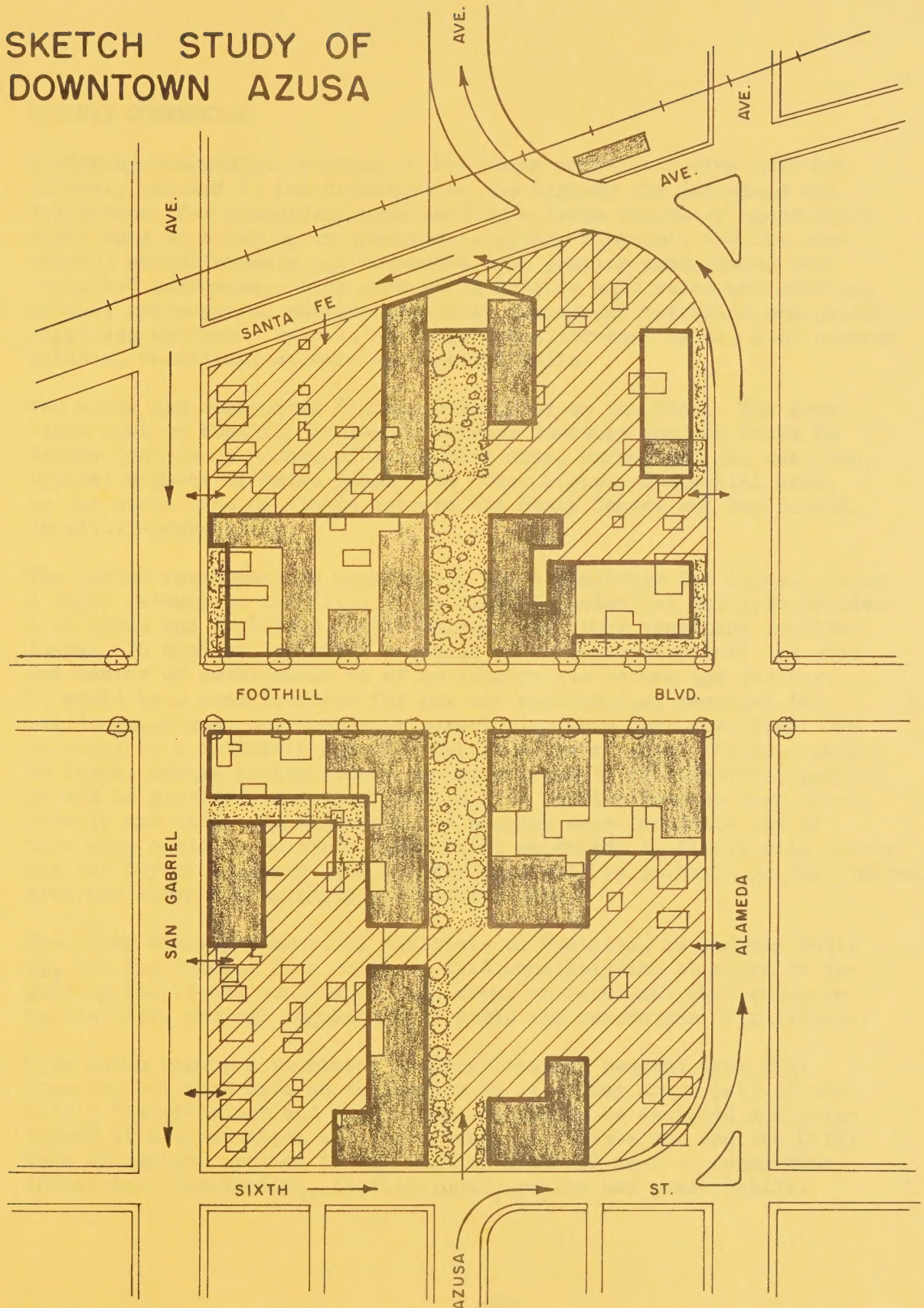
Without removing any of the more valuable buildings, it would be possible to develop a unifying roof and combine groups of small stores into larger units or interconnecting units by modifying walls. There are a number of possibilities for such action in the downtown area -- it could start wherever the merchants want it and move as far and as rapidly as they desired. Such action is the logical outgrowth of the coordinated merchandising suggested above, and coordination of the overall design is a must.

This unification of buildings would be a bold move. It must be part of a program which might include eventual bypass of traffic, and development of peripheral parking areas, freeing a few blocks of Azusa Avenue to become a pleasant and attractive shaded mall, a real gathering place, with abundant landscaping, sparkling fountains, restaurants with outdoor tables, displays and special events.

Once a program for downtown revitalization is worked out, once things start happening in an orderly succession, then the customers will come back, then new businesses can be attracted, (they will probably invite themselves!) then things will gain momentum, with each accomplishment stimulating the next.

But, we repeat . . . the initiative, the spirit, and the bulk of the effort must come from the downtown merchants and property owners working together. Isolated, small-scale efforts will have no lasting effect. The City stands ready to assist in any way possible both in developing a plan and in implementing it, but it is not up to the City to convince the businessmen of the virtues and benefits of cooperation, bold thinking, and aggressive action.

SKETCH STUDY OF DOWNTOWN AZUSA



LEGEND

-  PROPOSED BUILDING AREA
-  BUILDINGS TO REMAIN
-  BUILDINGS TO BE REMOVED
-  POST OFFICE PARKING AREA

-  PROPOSED PARKING AREA
-  PROPOSED LANDSCAPED MALL
-  DIRECTION OF TRAFFIC FLOW
-  SANTA FE RAILROAD TRACKS

HIGHWAY COMMERCIAL

A Highway Commercial location is for those commercial uses that are directly related to and dependent on the highway for patronage and for access, for commercial uses needing a large amount of space which might tend to break up an intensive shopping district, and for commercial establishments not dependent upon passing pedestrians and "impulse" purchases. Such uses would include auto sales and service, motels, restaurants, service stations, commercial nurseries and garden supplies, equipment rental, motorcycle-trailer-boat sales, also nursery schools, vocational schools and meeting halls.

Two areas are designated Highway Commercial on the Plan. The four-block area on Foothill Boulevard between downtown and the Santa Fe tracks includes a number of automotive uses, cafes, and gas stations, typical highway-oriented uses. The other Highway Commercial area, on the south side of Alosta between the Ranch Center and Ben Lomond, is still undeveloped.

The latter represents an opportunity and a challenge for Azusa. It is a major gateway to the City, it is close to potential multiple residential areas and to Citrus Junior College and other important institutions. In such an important location it is imperative that the uses and manner of development be of an appropriate nature and quality. It would be a good location for new car dealerships, provided the buildings, signs, and temporary advertising were kept dignified. Or it might be a favorable location for fine restaurants. Parcels should be large, access points widely spaced and plenty of off-street parking should be provided, and there should be a service road to keep access orderly and safe. An alternate and perhaps more desirable use of this area could be multiple residential extending to Alosta with access and lot layout arranged more soundly than will be possible on the limited area now shown for multiple residential uses.

The other Highway Commercial district, on Foothill, is largely built up, but the General Plan proposes that consideration be given to improving the visual quality of this area, an important west entrance to the City, through regulation of signs and renovation of buildings.

Uses which occupy a prominent highway location benefit from that location but also have an obligation to it. They are a part of the City's "advertising" and their premises should be designed and maintained at a level which will be a credit to themselves and the City. This obligation applies to all highway situated uses -- commercial, industrial, residential, institutional, public and quasi-public.

COMMERCIAL-MANUFACTURING

The Commercial-Manufacturing areas are for those uses which are either heavy commercial or light industrial in nature, or which have both commercial and industrial aspects. They are uses which do not fit well into a retail commercial area or which do not need a regular industrial site, in fact should not have one because they serve the general public.

One of the areas set aside for such uses is the triangle bounded by Ninth Street, Pasadena Avenue, the Santa Fe tracks, and Angeleno Avenue. This area already contains a number of small automotive repair establishments, warehouses, and other commercial-manufacturing uses. The lots are small, but they are suitable for the types of uses that will be locating here -- cabinet shops, picture framers, glazers, upholsterers, cleaners, maintenance companies, small contractor's yards.

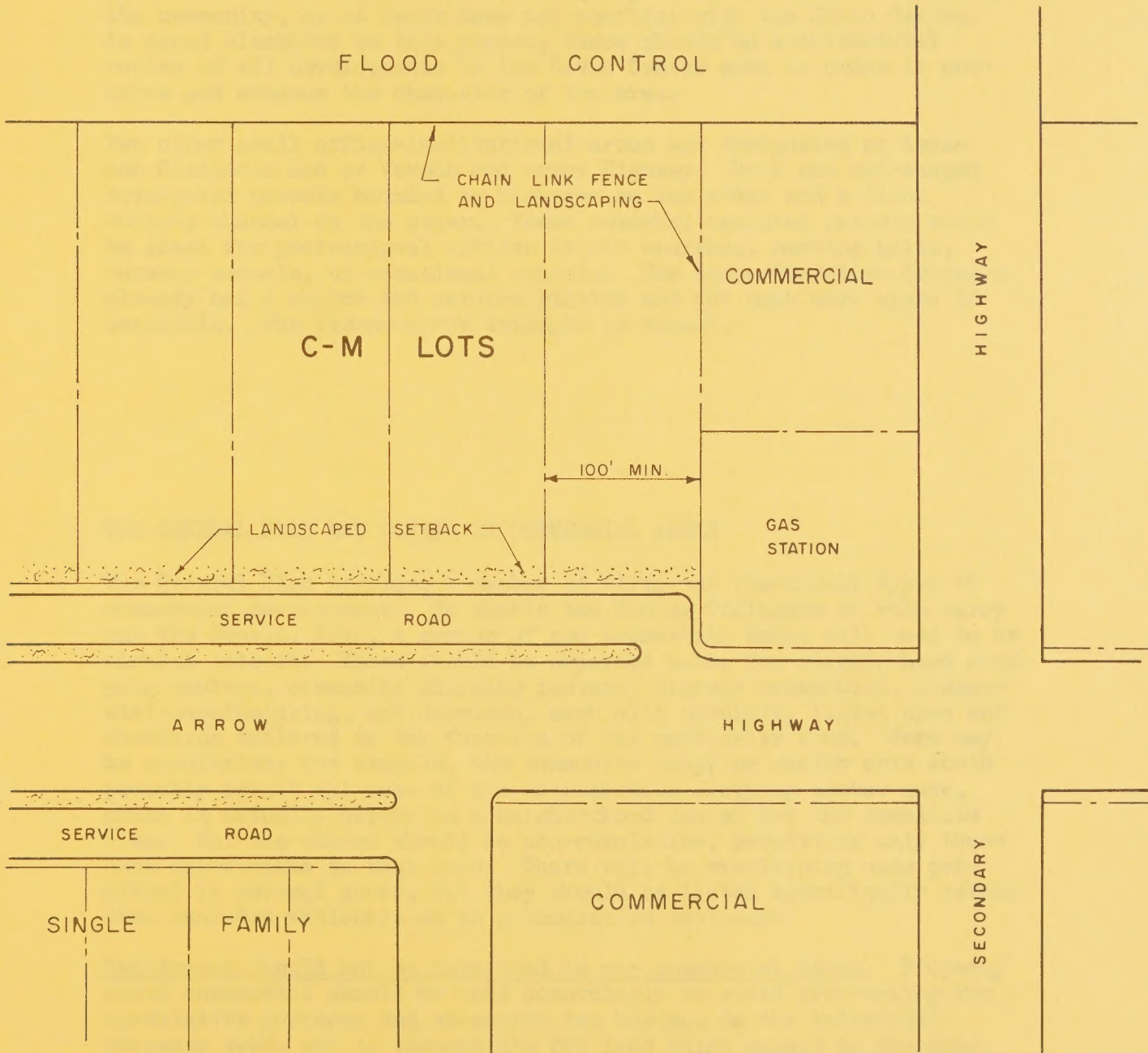
The remaining housing in the area is deteriorating, and the infiltration of commercial and industrial uses makes it a very poor place to live. Urban renewal techniques might be considered here to help ease the transition to Commercial-Manufacturing uses.

The other Commercial-Manufacturing area is on the north side of Arrow Highway between the Big Dalton Wash and Citrus Avenue. There are a few scattered uses, but most of this land is vacant, and in large parcels. The businesses attracted here will be those with greater space needs -- warehousing or distribution operations, larger contractor's yards, repair and service operations, equipment rental, etc. The depth is considerable -- about 300 feet in most parts, and the Wash and water settling basin make an effective buffer from the residential areas to the north. These characteristics make this land very suitable for C-M development. Arrow Highway is a major thoroughfare, on the opposite side of which are a single family neighborhood and a neighborhood shopping center. The Commercial-Manufacturing development must be designed with all these factors in mind. A service road is proposed (see sketch following page 27) for access to the bordering uses and also to preserve the traffic carrying function of the highway and to protect the homes opposite. The strip separating the service road from the highway and the front 15 to 25 feet of the C-M lots should be attractively landscaped. Fencing and landscaping along the Wash will constitute an effective buffer and will even be pleasant to look at -- from both sides. Lots should be at least 100 feet in width; some firms may need more than one lot. Adequate off-street parking space, possibly also loading space should be required. Structures should be limited in height in order not to overwhelm the nearby neighborhoods. Full and complete standards should be written into the Zoning Ordinance.

The Carnation distribution center on the north side of Arrow east of Citrus sets a fine example of the kind of use and quality of development sought here.

SUGGESTED LAYOUT

COMMERCIAL - MANUFACTURING AREA



OFFICE-INSTITUTIONAL

A substantial area around the Civic Center is proposed for continued and expanded office and institutional use. Quasi-public and other non-retail uses would also be appropriate provided the quality and nature of the use bears some relationship to the Civic Center, serves the community, or at least does not conflict with the Civic Center. As urged elsewhere in this report, there should be architectural review of all developments in the Civic Center area in order to preserve and enhance the character of the area.

Two other small office-institutional areas are designated at Azusa and Gladstone and at Vernon and Arrow Highway. Both are odd-shaped triangular parcels bounded by highways on two sides and a flood control channel on the other. These somewhat isolated parcels would be ideal for professional offices or for churches, meeting halls, nursery schools, or vocational schools. The Azusa-Gladstone triangle already has a church and service station and not much more space is available. The Vernon-Arrow triangle is vacant.

THE GENERAL PLAN AND ZONING IN COMMERCIAL AREAS

The General Plan proposes a number of different functional types of commercial development. To enable the Zoning Ordinance to help carry out the General Plan, a series of new commercial zones will need to be amended into it. There should be separate zones for neighborhood shopping centers, community shopping centers, highway commercial, commercial-manufacturing, and downtown, each with carefully listed uses and standards tailored to the function of the particular zone. Some may be cumulative; for example, the community shopping center zone would probably permit all uses of the neighborhood shopping center zone, since it actually serves as a neighborhood center for the immediate area. But the others should be non-cumulative, permitting only those uses appropriate to that zone. There will be overlapping uses permitted in several zones, but they should be listed specifically rather than included wholesale as in a cumulative ordinance.

Residences should not be permitted in any commercial zones. Property zoned commercial should be used accordingly to avoid over-zoning for speculative purposes and excessive tax burdens on the individual property owner who is responsible for land which cannot be absorbed for the zoned use, but, nevertheless, may be taxed on its "potential". This principle will necessitate a long, hard look at the zoning map — and possible "zoning back" in many areas now commercially zoned.

LAND USE: INDUSTRIAL

OBJECTIVES

Strengthening of the City's industrial base. Buffering where industry meets non-industrial use.

Azusa is an important industrial city in the San Gabriel Valley -- one of the few. It is the source of employment for over one-third of Azusa's families and for families from a broad surrounding area.

Aerojet-General Corporation is the City's largest industry, employing some 5,300 persons in the design, testing, and manufacture of rocket engines, guidance equipment, and propulsion systems. The next largest employer is the Lucky Lager Brewery with 450 employees.

Another 3,500 persons are employed in a broad range of industries including building materials, chemicals, metal fabricating and working, apparel manufacturing, furniture manufacturing, electronics, and all kinds of machinery. Quarrying, one of the early industries of this area, is likely to continue for several years.

Further industrial development is proposed, and diversity should be encouraged. The area is endowed with good rail, heliport and highway transportation, which will be improved with the development of the Freeway. The Plan also proposes improvements of internal circulation:

- (1) creation of an industrial street along the alignment of and connecting Coney and Jackson Avenues;
- (2) connection of Ninth Street to Royal Oaks Drive in Duarte, which will give auto access -- not truck access -- to the northerly industrial areas;
- (3) extension of 11th Avenue westward, to meet
- (4) extension of Todd Avenue northward.

Azusa also offers industry an adequate water supply and sewer system and -- very important -- a location well separated from residential and other non-industrial uses but close to the labor force and easily

accessible. Large and small parcels of land are available.

The area proposed on the Plan for industry is substantially that now so used. The major problems were defining the extent of future industrial use, planning a satisfactory transition to neighboring uses, and providing for some future expansion of industrial use.

Industry occupies the entire westerly part of the City. The quarrying operations are the largest and among the oldest industries; others subsequently located nearby. There is room for much filling in, and this will be stimulated by the development of the Freeway and the proposed new and extended industrial highways.

Industry will be delimited on the north by a proposed golf course extending from the River almost to San Gabriel Avenue. The golf course lies just south of the dike which marks the southerly extent of the water spreading grounds. The industrial area to the south of the golf course and extending to the Pacific Electric tracks (proposed Ninth Street extension) is likely to have a high water table and should be confined to light (literally) uses of a special type needing no heavy foundation construction.

The easterly extent of industry differs from the present zoning boundary in some important respects. The Plan proposes extending industry to:

Coney Avenue. Aerojet parking is already expanding in this direction and should go up to Coney. The Coney frontage should be well buffered by landscaping and walls to protect the homes across the street. This could be done in conjunction with the proposed widening of Coney to eighty feet.

Mountain View Elementary School. Some industry already backs up to the school and it seems reasonable to permit other industries in the same area and in the same relationship. Residential use was considered here, since the existing industries are few and scattered and since the school is so convenient, but it was felt that the area would not be attractive to residences because of the industries and the poor street pattern. Also, the school buildings front on Vernon, at the east end of the school site, and industry to the west should be compatible if appropriately buffered.

Virginia Avenue. Industry can extend to this street but should be buffered from it. Access should be limited, insofar as possible, to the proposed Coney-Jackson industrial access street and to Paramount Street. The Virginia frontage should then be buffered with walls, landscaping, and setback of industrial buildings, in order to protect the residences directly across the street. It is usually preferable not to use streets as

✓
A good point

a boundary between uses, but where this is necessary, special attention should be given to the case so that deterioration does not set in.

Jackson Avenue. This is another location for special attention. Industry is proposed for land now largely agricultural or vacant, between Jackson and the quarry. For the sake of the residences on the east side of Jackson, the industry should be planned with an internal street system and minimum or no access from Jackson. Jackson should be buffered with walls, landscaping, and setbacks.

The southerly extent of industry reflects existing zoning and uses in the City and continues down into Irwindale.

Industrial expansion in Azusa will have to be primarily by better and fuller utilization of land by industrial use in areas already committed to industry. There are vacant and agriculturally used parcels which are or will be available.

TRANSITIONAL RELATIONSHIPS

The Plan proposes "Light Industrial" in areas adjacent to residential use and near the golf course. The term, when translated into zoning, should represent standards more than uses. Buffering such as has been discussed above -- walls, setbacks, landscaping -- should be required in transitional locations. Performance standards should also be employed to assure full protection to neighboring residential districts and to maintain a satisfactory environment within the industrial area as well.

In developing the newer industrial areas, traffic should be confined to internal industrial streets whenever possible, rather than mixing with residential traffic on the same streets.

QUARRIES

The existing quarrying operations are expected to continue for the foreseeable future and, accordingly, have been shown on the General Plan. Azusa is fortunate that these quarries are well separated from residential areas and that traffic related to them is not in conflict with general community traffic. Ultimately, the community will face the question of re-use as these quarries are exhausted. The present

method of fill does not result in good foundation conditions; therefore, uses which are open in character are most appropriate. The classic answer is: recreational use -- and this will be a very good and welcome use in future years. There may be opportunities to tie some of these spaces in with the Santa Fe Recreational Area or with some yet to be established local, county or State facility.

✓ COORDINATION WITH NEIGHBORING CITIES

Some of the industrial area designated on the Plan lies within Irwindale. Orderly and sound industrial development will require the utmost cooperation and coordination among neighboring jurisdictions . . . in long-range land use policy and in shorter-range matters such as zoning regulations and street planning. Frequent meetings and discussions by representatives of these jurisdictions will help to coordinate action. ✓

THE GENERAL PLAN AND ZONING FOR INDUSTRIAL AREAS

Most of the area designated Industrial on the Plan is already so zoned. There are some areas now zoned for manufacturing but clearly not usable for that purpose, and these should be re-zoned to an appropriate classification. The annexed land on the west side of the River is the main case in point.

The chief deficiency of present zoning is in standards to buffer and protect residential uses where industrial use is adjacent. Azusa should study the latest developments in performance zoning and, with the assistance of engineers, incorporate those which are appropriate for its needs, together with standards for landscaping, walls, setbacks, and access suggested here.

LAND USE: PERMANENT OPEN

In the mountains south of Angeles National Forest and north of the "low-low" density (0-3) residential areas is a critical portion of the frontal slope of the watershed designated on the Plan as "Permanent Open." The area is one of rugged topography; the southerly "line" has been drawn where slopes become steeper than 50 percent. The topography is irregular, however, and there are some areas of gentler terrain -- if one can reach them. This area, together with the National Forest north of it, is an immensely important and valuable watershed, a function which must be preserved in any future use of the area. At the same time it is a danger area, for most foothill fires start in this situation -- at the "frontier" of urbanization.

"Permanent Open" means that the essential character of the land should remain open, to preserve the watershed and reduce the fire danger. Certain areas could be used for day camping and overnight camping, archery ranges, stables, and similar open and non-intensive purposes. The National Forest also encourages certain types of uses such as cemeteries, golf courses, private schools, and similar institutions which tend to terminate development.

Any residential development here must be of a different type from that to the south. The density should not exceed one family per two gross acres. Streets should have standard grades and cross-sections -- not only for automobiles but especially for emergency vehicles.

Another factor should be considered in the design and review of subdivisions in this mountain area. The mountain backdrop is Azusa's great scenic asset. To preserve the watershed and to preserve this mountain view, grading of lots should be kept to the absolute minimum and streets should be carefully designed to avoid defacement of the mountains.

Just as the highway business has a responsibility to the City which it "advertises", just as an industry has a responsibility not to contaminate the air the citizens breathe, so the hillside developer has a responsibility to preserve the community assets of the property he is dealing with.

Any subdivision in this area must be studied carefully on its own merits and considered as to its effects on the community. The following minimum standards, among others, should apply in this critical area:

1. Density shall not exceed one family per two acres.
2. The watershed character shall be maintained.
3. Grading shall be kept to a minimum.
4. Circulation shall be designed to incorporate and improve existing fire roads.
5. The natural drainage pattern shall be maintained insofar as practicable.
6. Grading for streets and lots shall be especially designed to avoid disfiguration of the mountain view.
7. Streets shall not exceed $12\frac{1}{2}$ percent grade.
8. Streets shall have the standard paving cross-section of thirty feet. (Sidewalks can be omitted in this density of development.)
9. Debris basins where required shall be constructed as an integral part of subdivisions.

Anyone subdividing for residences in this difficult steep terrain should do so with the intent of creating truly hillside lots, not flat land lots. Each house should be designed for its own unique site.

C I R C U L A T I O N

OBJECTIVE:

A comprehensive transportation system for the movement of persons and goods with maximum efficiency and convenience and with minimum danger and delay.

Azusa's street pattern reflects the classic grid which characterizes most Western towns. It has its share of narrow streets and off-set intersections, but has achieved a fairly workable street system. A major problem is Aerojet-oriented traffic using residential streets, and solutions are proposed both here and in the Industrial chapter of this report.

The circulation proposals of the General Plan have been worked out with the City Engineer and Police Department, and coordinated with State and County plans and with Covina's, Duarte's and Glendora's highway plans. These proposals represent an up-dating of Azusa's Street and Highway Plan of 1957, incorporating several modifications of that Plan.

FREEWAYS

Freeways are designed to serve long distance high speed traffic. Access is limited to important thoroughfares and there are no crossings at grade. Freeways do not serve abutting property and are buffered or fenced apart from it. Abutting property sides or backs on the freeway or has access via a service road. Right-of-way and paving widths are designed for the conditions of the particular freeway.

Foothill Freeway. The alignment shown on the Plan is the one adopted and set by the State Highway Commission. The Foothill Freeway will be the major east-west artery running along the base of the mountains all the way from the Cajon Pass above San Bernardino to the northern San Fernando Valley and Highway 99. It will pass through Azusa close to First Street, curving northwest at Azusa Avenue. The Foothill Freeway will relieve Foothill Boulevard of much of its through traffic.

Interchanges agreed upon with the design engineers of the State Division of Highways are:

- Irwindale Avenue
- Azusa Avenue
- Citrus Avenue

Grade separations proposed and agreed upon with the State engineers are:

- Santa Fe tracks
- Coney Avenue-Fifth Street
- Virginia Avenue
- Third Street
- First Street
- Pasadena Avenue (still subject to question with Cerritos separation so close)
- Cerritos Avenue
- Ben Lomond Avenue

As designs are developed for this Freeway, the community should seek ways in which it can help to ease the adjustment. The Freeway will cut through several residential blocks; the City can work with the property owners to secure sound use of the remaining portions. The Recreation Commission has already expressed interest in possible purchase and landscaping of odd small parcels which may not be an official part of the Freeway but which are visually prominent.

The City should request that the Foothill Freeway be designated a landscaped freeway through Azusa and should work with its neighbors to make it a landscaped freeway for its whole length, or at least throughout the Valley. The term "landscaped freeway" means a freeway improved with ornamental planting on one or both sides and regulations limiting signs and billboards within a certain distance of the freeway. The City shares with the State the obligation to limit signs and also contributes to the cost of the landscaping. As a clue to the benefits of securing a landscaped freeway, compare the attractively landscaped Hollywood Freeway to the bare and billboard-lined portions of the San Bernardino or Santa Ana Freeways.

La Habra or Crystal Freeway. Another freeway will probably come through Azusa sometime in the far distant future. Its name has not yet been selected and no route has been adopted, but a north-south freeway generally paralleling Highway 39 is shown on some advance freeway-highway plans. It is not too soon for the City to give some thought to this possibility and express its views. The General Plan proposes that this freeway be located in the westerly part of the City, utilizing open spaces through the industrial district. The Freeway should not be aligned close to Azusa Avenue, for this would

bisect the community and cause serious imbalance and hardship among the residential and commercial properties along the route.

Cities to the south of Azusa through which this freeway will pass are also considering it now. All the cities concerned should meet and explore routes which seem to them least harmful to their communities and most beneficial to the public and should then make their findings and recommendations known to the State.

Freeways are a vitally important part of the total circulation system; however, since each freeway trip has its origin and destination off the freeway, they emphasize the need for an efficient local street system. Proposed standards, developed with the City Engineer, are illustrated following page 41. ✓

*Don't make
any patches
in report.*

MAJOR HIGHWAYS

Major highways are important city and inter-community routes carrying traffic between major traffic generators and connecting to freeways. The following major highways are proposed:

Foothill Boulevard-Alosta Avenue

Duarte Road tying in to Irwindale Avenue - for access to the Santa Fe Dam Recreational Area and Duarte industry.

Arrow Highway

Irwindale Avenue -- primarily an industrial highway. This highway ties into San Gabriel Canyon Road to Crystal Lake and soon to Angeles Crest and the mountain resort areas. It goes all the way south into Orange County, with several name changes en route. ✓ Not so

Azusa Avenue-San Gabriel Avenue -- for access north to San Gabriel Canyon Road and resort areas, south to the City of Industry and the future Pomona Freeway.

Citrus Avenue from Ninth Street south to the San Bernardino Freeway and South Hills area.

SECONDARY HIGHWAYS

Secondary highways serve locally destined traffic, tying together the parts of the City and connecting it to nearby areas. The following secondary highways are proposed:

Sierra Madre Avenue -- connecting Azusa and Glendora along the base of the San Gabriel Mountains.

Ninth Street -- incorporating the abandoned Pacific Electric right-of-way, linking to Royal Oaks Drive in Duarte and Bennett in Glendora. Those two cities are undertaking a parkway type of development for the portion of this highway within their cities, and the Plan recommends that Azusa do the same in its portion. Though the right-of-way width is limited in some areas, special landscaping efforts can achieve a parkway character.

Foothill Boulevard east of Alosta Avenue

Fifth Street -- to provide east-west access through the City, specifically to industry on the west and to the Foothill Center on the east.

Gladstone Street -- from Irwindale east to San Dimas.

Vincent Avenue -- from Gladstone Street south to the San Bernardino Freeway.

Jackson Avenue-Coney Avenue -- to be linked together and widened to 80 feet in order to serve as an industrial highway from the Foothill Freeway to Gladstone. Development of this street will stimulate industrial development on land adjacent to it. It will also provide Aerojet employees with access via other than residential streets.

Virginia Avenue-Vernon Avenue-Lark Ellen Avenue -- providing a continuous highway from Foothill Boulevard south to West Covina. The Virginia-Vernon link might be worked out in conjunction with the Freeway design.

Cerritos Avenue -- from Foothill to south of the San Bernardino Freeway.

Ben Lomond Avenue -- from Foothill to south of the San Bernardino Freeway.

TRAFFIC COLLECTOR STREETS

Traffic collector streets collect and feed local traffic to and from the important thoroughfares of the system. The following traffic collector streets are proposed:

11th Street — from Todd Avenue to Pasadena Avenue.

Third Street — from Coney Avenue to Pasadena Avenue.

First Street — from Coney-Jackson to Cerritos Avenue.

Paramount Street from Jackson Avenue to Azusa Avenue.

Todd Avenue — to be extended from Foothill Boulevard to Eleventh Street.

Vernon Avenue — from Foothill Boulevard to Eleventh Street.

Alameda Avenue — from First Street to Eleventh Street.

Pasadena Avenue — from Gladstone Street to tie into Thirteenth Street and connect to Azusa Avenue.

Citrus Avenue — to be extended past Foothill up to Sierra Madre Avenue.

LOCAL STREETS

All streets not otherwise designated are local streets. Local streets serve abutting properties and street design should preclude their use by through traffic. This effort to exclude through traffic only works, however, when a good framework of through streets is provided. Cross-section standards may vary according to uses served. Local industrial streets, for example, will require different paving width, paving construction, sidewalk and parkway treatment than will local residential streets.

The accomplishment of this circulation system according to the proposed standards will require putting through some streets, widening others, paving and improving others. A precise plan listing each such improvement and assigning priorities should be made and the items incorporated in a total Capital Improvement Program.

TRUCK ROUTES

The General Plan designates a system of highways for truck use, so that heavy traffic can be confined to streets designed and constructed to handle it. The truck route system provides access to and circulation through those areas which utilize truck service and provides direct connections with freeways and with major and secondary highways.

✓ GOOD POINT

Foothill Boulevard-Alosta Avenue

Foothill Freeway

Duarte Road -- (proposed extension to Irwindale Avenue)

Gladstone Street -- from Irwindale Avenue to Jackson Avenue

Arrow Highway

Irwindale Avenue

Vincent Avenue

Azusa Avenue-San Gabriel Avenue

Citrus Avenue

All streets in industrial areas

All other streets are limited to trucks of less than three tons, according to ordinance. The proposed truck route system ties in with those shown on the Covina and Duarte General Plans.

BUS TRANSIT

The Metropolitan Transit Authority bus route along Foothill Boulevard and Alosta Avenue links Azusa to other parts of the Valley and the metropolitan region -- but this is the City's only bus service! The need for bus transportation was expressed in the community survey.

Transit is a regional problem, and Azusa should join with her neighboring cities in seeking better service from the M.T.A., especially now that the Edgewood line which used to serve a group of Valley communities has recently terminated its service to Azusa.

Pending better regional service, the City, perhaps together with the merchants, may wish to explore some more informal means of providing convenient public transportation for its citizens — perhaps a partially subsidized taxi or limousine or small bus.

RAILROAD

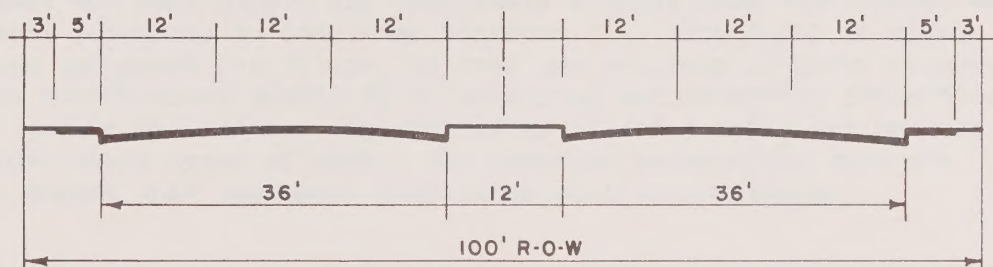
Azusa is located on the Santa Fe main line, in fact the coming of the railroad was the reason for the town. The City is also served by a north-south Pacific Electric line on the west. The old P.E. line which goes east-west across the northerly part of town has been abandoned, and the right-of-way is proposed to be incorporated into the proposed Ninth Street "parkway".

HELIPORT

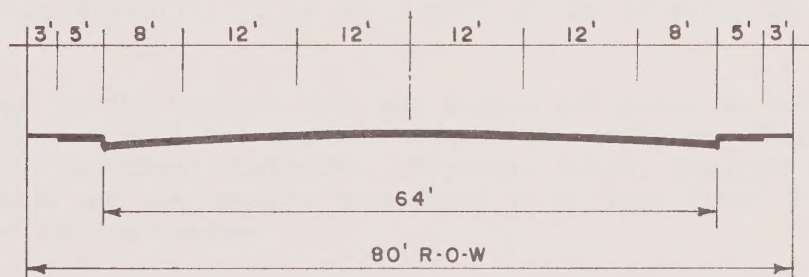
Azusa is served by a heliport conveniently located at the edge of the industrial district near Fifth Street and Virginia Avenue. The location is a good one both in terms of relationship to land uses and to the circulation system.

HIGHWAY CROSS-SECTION STANDARDS

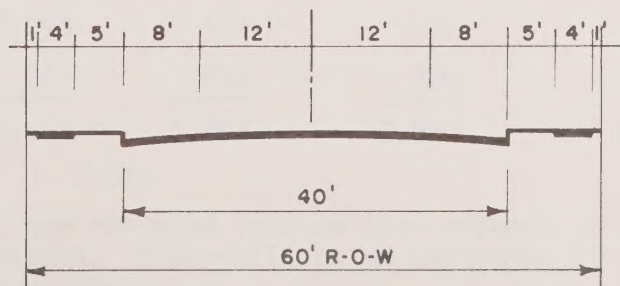
MAJOR HIGHWAY



SECONDARY HIGHWAY



TRAFFIC COLLECTOR & LOCAL STREET



PUBLIC FACILITIES

Azusa's public facilities needs are not so much in schools, where almost all sites necessary have already been developed or acquired, but in parks. Many areas of the City enjoy convenient and pleasant neighborhood recreation centers, but many others are completely without such facilities, and the need will intensify as densities increase. At this point in time, the City can safeguard its future, bolster and maintain property values, and protect neighborhood stability by acquiring and reserving properties for needed public facilities. Opportunities existing today may be gone tomorrow into other types of uses. The agencies responsible must act quickly to insure that necessary facilities will be available.

SCHOOLS

According to the Community Survey, the school system is one of the most important community issues. The people of Azusa are concerned with the present overcrowded conditions in some of the schools.

A recent vote consolidated the Azusa and Gladstone Elementary Districts and part of the Citrus Union High School District into a single unified district. The northeast corner of the Planning Area belongs to the Glendora Elementary District; it is not a part of the recently unified district.

The school element of the General Plan was worked out prior to consolidation in consultation with the superintendents of the Azusa, Gladstone, and Citrus Union High School Districts. Separate school population estimates were made and the results were found to be very close to the school districts' own estimates.

Studies indicated the following numbers of school children in the Planning Area at ultimate development, based on the land uses shown in the Plan:

Subarea*	K-6	7-8	9-12	Total
1	740	210	160	1,110
2	1,390	480	670	2,540
3	1,600	390	840	2,830
4	2,290	550	790	3,630
5	940	220	350	1,510
TOTAL	6,960	1,850	2,810	11,620
8,810				

*Subarea 6 students are excluded because that subarea is a part of the Glendora School District. There will be an estimated 270 K-8 students and 110 high school students.

Elementary Schools

The General Plan proposes:

- 1 K-3 school: Longfellow
- 7 K-6 schools: Proposed new K-6 near Sierra Madre
Lee
Mountain View
Powell
Paramount
Magnolia
Center
- 6 K-8 schools: Dalton - now K-6, proposed to be enlarged
Slauson
Foothill
Gladstone Street
Valleydale
Murray - site acquired south side of Gladstone
near Cerritos

The aggregate design capacity of these schools will be 8,565 students, leaving an estimated surplus of about 245 K-8 students in the Planning Area. This total is reduced slightly by the fact that the Drendel School on the east side of Ben Lomond south of the future Freeway and not actually within the Planning Area serves some of the children west of Ben Lomond who are within the Planning Area. It will be probably possible to increase the design capacity of some of the elementary schools to accommodate extra students. Many are on sites large enough to permit this. (And of course many are operating with more than the design capacity now.) Or it may ultimately be necessary to establish an additional small K-6 school in the southerly area, possibly south of Arrow Highway, for the excess students from north of Arrow combined with the already existing surplus south of Arrow and outside our Planning Area, though inside the Unified School District.

High Schools

The school population estimates show an ultimate high school population of about 2,810 within the Planning Area exclusive of Subarea 6, that northeast corner which is not a part of the Unified School District. If we include students in the area south of Arrow and east of Ben Lomond this estimate corresponds very closely with the High School District's own estimate of 3,200.

The Plan indicates two high schools

- Azusa High School: Cerritos Avenue and First Street
- Acquired Site: Arrow Highway, south side, between Azusa and Lark Ellen.

The two high schools will serve 3,200 students. Both sites are quite adequate in size, each meeting the State's 40-acre minimum requirement.

Junior College

Citrus Junior College now owns a 100-acre site comprising most of the quarter-section bounded by Foothill Boulevard, Ben Lomond Avenue, Alosta Avenue, and Citrus Avenue -- excluding Azusa College, the Lark Ellen Home for Boys, and frontage on Alosta. The nucleus of the campus is the former Citrus Union High School site.

The Junior College, at ultimate development, will serve 3,000 to 5,000 students, depending upon the extent of annexations to the Citrus Junior College District.

The Junior College is and will increasingly be a cultural asset to the community of Azusa and the other foothill communities. It is unfortunate that it was economically unfeasible to extend the campus to include the Alosta frontage, which would have meant a far more prominent location for the College and a dignified character for the street in that area. High density residential development proposed for that frontage should be of a quality in keeping with its institutional neighbors. Zoning regulations and architectural review can help secure this quality.

RECREATION

The General Plan seeks to establish a foundation upon which to build a system of facilities which will bring recreation into the daily life of each citizen, making leisure time productive for the family, the neighborhood, and the community.

The City today has only about 38 acres of park space, much of which is not yet suitable for general recreational use. The shortage is keenly felt by the citizens of Azusa. Asked what community facilities were most needed, they answered parks and "recreation facilities" as the second most needed item (after sidewalks -- which are an important "recreation facility" themselves). "Recreation facilities" were also cited as one of the most important community issues. In a community with a large number of young, growing families, the welfare and stability of the community depend considerably on how well and how promptly this need is satisfied.

The Plan proposes a comprehensive system of neighborhood, community, special, and regional parks. The neighborhood and community park standards set

forth have been developed from Guide for Planning Recreation Parks in California, 1/ a widely accepted basis for determining local recreation space standards, embodying the best thinking of recreation, school, and civic leaders from all parts of the state.

An important principle of recreation planning is that parks should be combined with schools whenever possible, creating strong centers of neighborhood and community activities and assuring maximum use and economical provision of land and facilities.

The proposals and standards in the General Plan have been developed in discussions with the Recreation Commission and incorporate the Commission's ideas and plans.

Neighborhood Recreation Centers . . . the anchor of the recreation system. Within walking distance of homes, they are planned primarily for young children and family groups. They are best located adjoining an elementary school.

The General Plan proposes 13 neighborhood recreation centers:

Existing:

- Pioneer Park
- Northside Park
- Slauson Park
- Park at First and Virginia
- Gladstone Park
- Valleydale Park (County)
- Gladstone Community Park (County)*

Proposed:

- Park east of Dalton School
- Park north of Powell School
- Park east of Lee School (expansion of present Little League field)
- Park adjacent to acquired Murray School site
- Park southwest of Gladstone Street and Citrus Avenue, with link across Citrus to Gladstone Street School
- Small park in the vicinity of Alameda between Second and Third.

1/ Guide for Planning Recreation Parks in California, California Committee on Planning for Recreation, Park Areas and Facilities, Sacramento, 1956.

* This Plan strongly recommends that the name of this new County park be changed, to avoid confusion with the Gladstone Park nearby in Azusa, and also because this is a neighborhood, not a "community" park. See discussion of community park on following pages.

The two proposed parks east of Lee School and North of Powell School will be of special importance to serve the needs of the developing and future multiple residential area. The Little League field forms a good nucleus for a neighborhood park, but considerable expansion is needed. A small park of perhaps two or three acres is proposed to serve the medium density residential neighborhood to be considered for urban renewal. Any renewal plan should provide such open space -- not as a major sports field but as a neighborhood gathering place. It need not meet the space and facility standards given below, as it would serve only a limited and special area.

The following chart indicates facilities which might be included in neighborhood parks . . . and shows the savings which occur when school-park facilities are combined.

Facility	Recommended Area (acres)	
	Adjoining Elem. School	Separate
Playlot and mothers' area	.25	.25
Play area for elementary school age children	.30	.50
Nature and science hobby area	.30	.30
Paved area for court games	.50	1.00
Field for sports	Elem. School	6.00
Family picnic area	1.25	1.25
Parklike area for free play	.50	1.00
Neighborhood center building	Elem. School	.35
Quiet area	.25	.25
Senior citizens'		
Turfed area	.40	.40
Paved area	.10	.10
Building space	.10	.10
Parking	.40	.75
General landscaping and transitional areas	.65	1.00
TOTAL	5.00 acres	13.25 acres

A neighborhood park for each 3,000 population is a good planning standard (though not as high a standard as the Guide recommends). The 13 neighborhood parks plus the two community parks, which function as neighborhood parks for their immediate areas, will adequately serve the ultimate population of 46,000 in the Planning Area.

The above chart does not mean that all neighborhood recreation centers should be identical; it is only a guide, a group of suggestions. Some of the neighborhood parks have been in existence and used for years and are rather special. The midget racing facility at the park at First and Virginia is well located, causes minimum disturbance, and

Good
POINT!

can surely stay, though the remainder of the park should be devoted to facilities serving the nearby residents. Similarly, the Slauson Park swimming pool will continue to be used by the community at large -- at least until other such facilities are provided.

Consideration might also be given to parks in industrial neighborhoods -- for noon-hour or after work recreation of the employees. The City should explore ways of encouraging and assisting industrialists to provide such facilities. There should be pleasant outdoor eating places and possibly ping-pong, horseshoes, shuffleboard, and similar facilities. Additional, larger-scale recreational opportunities might also be offered through cooperative public and private efforts.

Community Recreation Centers . . . serving several neighborhoods with a wide range of indoor and outdoor recreation opportunities. Planned primarily for young people and adults, these parks are best located adjoining a high school. Community parks also include facilities for younger children and serve as neighborhood recreation centers for families in the vicinity.

The General Plan indicates two community recreation centers:

Memorial Park - could be expanded to the south or east (see sketch plan, following page 48)
South of Gladstone and Azusa

overlook

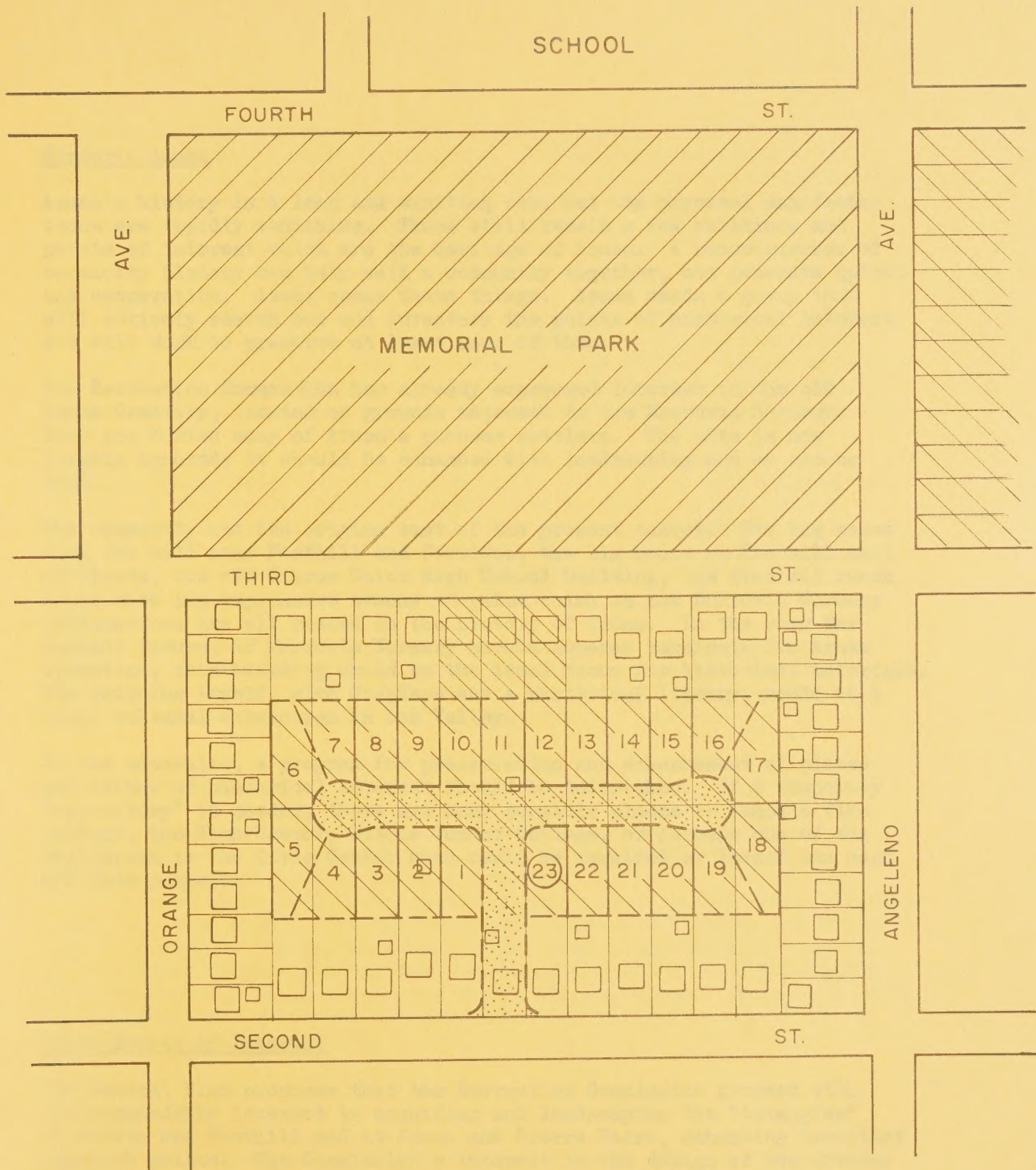
Unfortunately, it was impossible to realistically propose community parks immediately adjacent to the high schools. The proposed southerly one would be less than half a mile from the future high school site, however.

The following chart shows suggested space standards for community recreation parks adjoining a high school or separate. When high school sports facilities are available quite close by, there may be some savings in space from the "separate" figures.

Some of these facilities already exist at Memorial Park. Expansion would permit inclusion of others. The deep lot areas nearby offer a remarkable opportunity which should not be permitted to slip away. The sketch following page 48 suggests some of the possibilities. Expansion to the east is also feasible.

COMMUNITY RECREATION PARK: BASIS FOR SPACE STANDARDS

<u>Facilities</u>	<u>Recreation Park Adjoining Junior or Senior H. S. (area in acres)</u>	<u>Separate Recreation Park (area in acres)</u>
Playlot and mothers' area	.35	.35
Play area for elementary school-age children	.40	.40
Field for sports	1.00	7.00
Night lighting (need for acreage depends on design)	—	.25
Paved area for court games	1.50	2.35
Concrete slab for skating and dancing	.15	.15
Family and group picnic and barbecue area	4.00	4.00
Parklike area for free play	2.00	4.00
Area for special events	1.00	1.00
Community center building	.75	1.00
Regulation swimming pool	1.00	2.00
Natural area	3.00	3.00
Older people's center		
Turfed area	2.20	2.20
Paved area	.10	.10
Building space	.10	.10
Off-street parking	1.25	2.00
Landscaping, 25 per cent of site in transitional areas and perimeter buffer	4.70	7.48
TOTAL	23.50	37.38



DEEP LOT STUDY RESIDENTIAL OR PARK ALTERNATIVES

Historic Azusa

Azusa's history is a long and exciting one, yet its physical manifestations are rapidly vanishing. There still remain a few buildings and points of interest which are the heritage of Azusa. A consciousness of community history can help weld a community together, can generate spirit and cooperation. Azusa needs these things. Azusa needs a group that will actively search out and inventory the points of historical interest and will work to preserve at least some of them.

The Recreation Commission has already expressed interest in the old Azusa Cemetery, located on grounds adjacent to the Monrovia Nursery. Here are buried many of Azusa's pioneer settlers. The site is now largely ignored; it should be enhanced with landscaping and an access road.

The community had its origins east of the present center. The big house atop the hill near Foothill and Cerritos, the big house on Foothill east of Alost, the old Citrus Union High School building, the fine old ranch house with its impressive avenue of palms which is now Monrovia Nursery headquarters are all rooted in the history of Azusa. In the very far distant future, if Monrovia Nursery should someday terminate its Azusa operation, this building would be the ideal focus for historical materials. The building itself, with displays and a historical library, could be a major cultural attraction in the Valley.

In the meanwhile, a program for preservation and enhancement of places and things of historical interest should be undertaken. If a temporary "repository" is needed, there are many possible places -- Azusa's fine library, the High School, Citrus Junior College, or perhaps one of the residences in the Civic Center area could be acquired or leased and used for this purpose.

Other Points of Interest

The General Plan proposes that the Recreation Commission proceed with its commendable interest in acquiring and landscaping the "triangles" at Alost and Foothill and at Azusa and Sierra Madre, enhancing important approach points. The Commission's interest in the design of the freeway and beautification of approaches and interchanges is also to be encouraged.

Attention is also directed to Ninth Street, proposed to tie into Royal Oaks in Duarte and Bennett in Glendora. Parkway-type development has been proposed in both Duarte and Glendora, and although the cross-section will be more constricted in Azusa, consideration should be given to various means of developing a park-like character.

Golf Course

The General Plan proposes an 18-hole golf course in the northwest part of the City, between the water spreading grounds and the industrial area. The location south of the dike will not interfere with the water spreading grounds, and is a good use for this property which has a high water table.

Northside Park could be integrated with the golf course development, or perhaps it will be desirable to "swap" land so that both golf course and park would be contiguous parcels, not split up. A golf course is the kind of facility which can be accomplished through combined public and private efforts through a lease or lease-purchase arrangement to hasten development of the proposed course.

A golf course would be an important addition to the growing recreational facilities of Azusa itself and to the growing importance of the City as a gateway to regional recreation areas. The Recreation Commission has expressed its strong support for the proposed golf course.

Commercial Recreation

As recreation becomes more and more a partnership proposition -- combining public and private efforts, funds, and facilities -- we must recognize the importance of certain commercial facilities in the community's total recreation plans and programs. Azusa is fortunate in having a large bowling center. It will soon have a drive-in theatre, in addition to the movie theatre downtown. And it has a very special facility in the former Rainbow Angling Club now being completely renovated and made ready to function as an attractive resort and restaurant. This spot, with its charming lake encircled by trees, has been and should always be one of Azusa's major attractions. ✓ Not so

Wilderness Park

In Van Tassel Canyon on the west side of the River, the Plan proposes a wilderness park -- a place where the natural wooded canyon landscape could be preserved and enjoyed for picnicking, camping, riding, hiking, and other nature-oriented activities . . . or for no activities at all, just quiet contemplation and relaxation. It would be quite different

from any of the in-town parks and well worth a few minutes drive to get there.

About 20 acres would be a good size for such a park in order to preserve the natural canyon character and atmosphere. Any buildings needed here should be carefully designed and sited so as not to intrude on the landscape.

The Van Tassel Canyon park is shown on the adopted General Plan for Duarte. It is on Azusa land, but access would be through Duarte and it would benefit both communities. The Plan urges that this park be a joint project, and that the two cities meet to discuss ways to bring it to reality.

Regional Recreation

Azusa's key location as a gateway to the recreational areas of San Gabriel Canyon and the San Bernardino Mountains will be enormously enhanced with the completion of the San Gabriel Canyon Road through to Angeles Crest next year. This road will open the way to a vast summer and winter resort area.

Morris Reservoir and San Gabriel Reservoir, only a few miles up the canyon, may ultimately become available for recreational use. Crystal Lake Recreation Area, 1,200 acres, is expected to double its present 300 campsites, improve its picnic grounds, and extend its riding and hiking trails, according to the Forest Service. Another small lake may be developed nearby. Crystal Lake itself will not be expanded, however, and will continue to be used only for swimming and for fishing and boating in boats rented at the lake; its size does not permit use by private boats. In addition, there are campgrounds at Coldbrook and Rincon on the way to Crystal Lake.

The Angeles Crest resorts are known all over the State for fine skiing and also for their summer facilities. Further development is anticipated at most of these resorts.

In addition to the mountain resorts, Azusa will have the 1,152 acre Santa Fe Dam Recreation Area, a County facility, at its southwest doorstep. This will be a huge recreation park, with multiparticipant sports facilities, picnic grounds, riding and hiking trails, stables, and equestrian assembly areas, and an 18-hole golf course. Development has already begun.

The Recreation System: Sites

If recreation sites can be acquired as proposed on the Plan, there would be a total of 119 acres in neighborhood and community parks -- the most intensively used and the most important elements of the recreation system. The golf course would occupy another 160 acres.

Realization of the system set forth on the Plan will require the active cooperation of several governmental agencies and perhaps private sources too in securing the recommended sites before the land goes into other uses. In order for these agencies to act, there must be substantial citizen support. Realization of the system will require imagination and innovation -- to devise new ways of combining resources, efforts, and authority to accomplish agreed-upon aims.

Securing sites usually, but not always, means acquisition. New methods are being put to use all over the country, however, to re-serve open space through purchase of development rights, options, leasing, tax abatements, and other schemes which are designed to permit profitable use of the land pending its ultimate public recreational use. To give just one example: a potential park site of perhaps ten acres or more might be leased for a prescribed number of years for, say, trailer park use (a use not involving substantial permanent structures). Securing sites is the all-important first step, but this need not imply immediate development. On acquired sites it might be desirable to put in some trees and grass so that the site will be a pleasant, usable space. The development of facilities can be gradual, geared to population growth, community interests, and financial abilities.

The Recreation System: Programming

Site acquisition is the foundation, but the structure of the system is programming . . . programming the development and use of all the community's resources. In all cities there are people who, by training, special skills, or just strong interests, can play important leadership roles in a complete recreation program. A nurseryman might instruct a gardening class. A ham radio operator might initiate others into the fun of communicating with other parts of the world. A lumber dealer might provide material for a woodworking class. A hardware store owner or salesman might give instruction on do-it-yourself projects. A camera shop might make lab equipment available for photography enthusiasts. Even local bankers, real estate agents, attorneys, architects, and others can make a contribution by lecturing on aspects of their work of interest to the public. Boy Scouts can build barbecue pits. The Garden Club can adopt a part of a park for experimental planting, or can provide seasonal flower displays in a prominent location. The possibilities are unlimited, no matter what size the town.

✓ who does power?

The merchants have a role in the community's recreation program too. They can contribute most by creating an environment in which it is fun to shop, fun to walk, fun to be in a place. Beyond this, modern methods of sales promotion — displays, special events, etc. — are designed to make shopping fun, to erase the line between "business" and "recreation".

By tapping all the resources of the community — its skills, its facilities, its spirit and interests — Azusa can achieve a broad, imaginative, and stimulating recreation system.

CIVIC CENTER

The present Civic Center, with its fine park-like setting and attractive Spanish-style buildings, is a beautiful and appropriate hub for Azusa. It is the subject of great civic interest and pride, and the Plan proposes conserving and enhancing the qualities which inspire that pride. The location is excellent. It is central in the community, close to downtown, easily accessible, and prominently located.

The Civic Center is the home of all the municipal departments (excepting the Fire Department), the Chamber of Commerce, Civic Auditorium, new Public Library, certain County offices, and parking areas. The park area around the buildings includes a play area, a band shell, and tennis courts. The Public Works Department occupies a building opposite the Library on Dalton.

Nearby along Foothill, the fine pepper trees, spacious setbacks, and big houses add to the atmosphere and quality of the area. This would be an important area for architectural review of new development, so that this quality can be preserved. Should any of these trees have to be removed, they should certainly be replaced. In fact, a City-wide tree planting plan and program should be undertaken.

With the growth of Azusa and the improvement of urban services, the Civic Center site will require expansion. The General Plan proposes such expansion into the block east across Dalton and a portion of the block west across Alameda. One block of Dalton Avenue north of Foothill might be vacated and incorporated into the Civic Center site. The proposed Civic Center site should be adequate for any County branch facilities or other governmental agencies which might wish to locate there including a branch County Court, which may be a future possibility. All such services should locate there rather than being dispersed. Increased parking space will also be needed.

The existing tennis courts should ultimately be relocated to a neighborhood park where they would be more appropriate and more accessible. If more space is required, relocation of the band shell

might also be considered. But the delightful open space in front of the City Hall should be permanently preserved, and placing of new buildings should respect the handsome old trees on the site.

Adjacent to the Civic Center the Plan proposes areas for office, institutional, and quasi-public uses (such as the Red Cross, Community Chest, public utility, and similar offices).

FIRE STATIONS

(IS THIS
ESSENTIAL?)

Fire fighting and fire prevention services for the planning area are provided by the Azusa and Los Angeles County Fire Departments. The recommendations of the Plan are based upon National Board of Fire Underwriters standards, present facilities and fire services, and the long range plans of the Azusa Fire Department.

The City's only fire station is presently located in the Civic Center. However, a new main fire station site has been acquired at the intersection of Sixth and Angeleno Streets and will be completed by the end of 1961. This central location will provide ready access to the industrial areas, to the downtown, and to major highways leading to all parts of the Planning Area.

A Los Angeles County branch fire station is located on Sierra Madre Avenue west of Citrus and serves the northeastern sector of the Planning Area.

The Aerojet General Plant has a private fire station of its own for supplemental protection.

The General Plan proposes two additional branch fire stations to serve the Azusa Planning Area.

- * Intersection of Vincent and Gladstone, to serve the southwestern industrial district and residential area.
- * Proposed interchange of the Foothill Freeway and Citrus Avenue to serve the Foothill Shopping Center area and the southeastern residential districts.

The mountainous areas of the City on the west side of the San Gabriel River have been and should remain in the Los Angeles County Fire District.

Written mutual aid agreements have been made with the Los Angeles County, Covina, and Glendora Fire Departments. Such cooperation benefits everyone and should be continued and constantly strengthened.

LIBRARIES

The City of Azusa is served by its own beautiful new library located in the Civic Center. The library has 15,400 square feet of floor area and a book volume capacity of 48,000 books. There are bright and comfortable reading rooms and a community room with a seating capacity of one-hundred people open to various groups for meetings and other activities.

Since the opening of the new library in 1959, library patronage has increased substantially and the community room is being used more and more frequently. Once again it has been shown that, when provided with excellent facilities, the public responds enthusiastically.

The new library is well located to serve Azusa and its planning area. However, to provide even better coverage and greater convenience to library services the following use is proposed:

- * A branch library in or near the Edgewood Shopping Center to serve the portion of the Planning Area south of the proposed Foothill Freeway.

REVIEW AND ADOPTION

OF THE GENERAL PLAN

The Planning Commission recommends:

That the people of Azusa familiarize themselves with the proposals of the General Plan, both map and report, for these will be the bases for discussion at meetings and hearings where informed and constructive participation by all citizens will be sought.

That the Commission hold at least two public hearings as required by State Law, and any additional hearings it deems necessary.

That following the public hearings, the Commission resolve any differences and adopt the Plan by resolution.

That the Commission submit the General Plan to the City Council with a thoroughly documented analysis of the proposals and a review of the meetings and required hearings.

That the City Council then hold the one public hearing required by State Law, and any necessary additional meetings or hearings, and then adopt the General Plan by resolution.

That the Council, as part of its adoption resolution:

- (a) set forth a procedure whereby any future zone change recommended by the Commission and approved by the Council must be in general conformity with the policies set forth in the General Plan, and
- (b) instruct the Commission to keep the Plan up to date by subjecting it to periodic review.

E F F E C T U A T I N G T H E P L A N

The General Plan serves as a framework for coordinating the administrative and regulatory processes through which governmental agencies guide land use. The following tools for effectuation are called Precise Plans.

THE ZONING ORDINANCE AND MAP

The Zoning Ordinance and Map cannot accomplish their full purpose without a guiding General Plan to which zoning provisions and decisions can be related. Implementation of the Plan will require Ordinance amendments to provide for some new zones and to regulate uses, density, and other property development standards in accordance with the Plan's agreed-upon standards.

The machinery through which zone changes can be related to the General Plan is illustrated on the chart following page 60. Criteria for ascertaining the conformity of a proposed change with the General Plan can be set forth, giving applicant, administrator, and Commission a common point of reference. The operation of this procedure will subject the Plan to the continual review which is essential to its vitality.

✓ GOOD POINT FOR EFFECTIVE PLAN.

THE SUBDIVISION ORDINANCE

The Subdivision Ordinance will continue to be of utmost importance in molding Azusa's development, especially in foothill areas. Subdivision regulations effectuate the Plan by insuring that street dedications are properly located and of adequate width, that lots are of appropriate size and shape for their function, that streets and lots are well suited to their topography, and that school and park sites are provided. The Subdivision Ordinance should be very closely related to the Zoning Ordinance and the General Plan.

URBAN RENEWAL

Urban renewal is a three-way program to attack neighborhood decay and blight. President Eisenhower described the three approaches as follows, in his address to Congress which became the basis for the Housing Act of 1954:

Conservation: "to prevent the spread of blight through strict enforcement of housing and neighborhood standards and strict occupancy controls.

Rehabilitation: "of salvable areas, turning them into sound healthy neighborhoods by replanning, removing congestion, providing parks and playgrounds, reorganizing streets and traffic, and by facilitating physical rehabilitation of deteriorated structures.

Redevelopment: "clearance and development of non-salvable slums."

These methods can be tailored and applied to the parts of the City where they will do the most good. The amount and kind of federal assistance available depends upon the method used and the nature of the project. Some of these urban renewal techniques can be utilized to redesign deep lot areas for urban uses. Urban renewal is a useful tool in bringing about revitalization of commercial and industrial areas also, through joint private and public action.

Many areas of the City should be studied to see which ones need which kinds of urban renewal attention. An adopted General Plan is a prerequisite to all federally-assisted urban renewal activities.

CAPITAL IMPROVEMENT PROGRAM

The Planning Commission must have the opportunity to review and coordinate public projects -- with each other and with the General Plan. The Capital Improvement Program is a listing, evaluation, and priority ranking of all projects needed by the City over the next few years.

The State Planning Act assigns to the Commission the task of developing the Capital Improvement Program:

"65549. At least three months before the end of each fiscal year each county or city officer, department, board, or

PLAN
REPEATING
ITSELF
AGAIN

commission . . . whose functions include recommending, preparing plans for, or constructing, major public works, shall submit to the . . . planning commission or planning department a list of the proposed public works recommended for planning, initiation or construction during the ensuing fiscal year.

"65550. The . . . planning commission or planning department shall list and classify all such recommendations and shall prepare a coordinated program of proposed public works for the ensuing fiscal year . . .

"65551. Whenever a county or city planning commission and a county or city legislative body has adopted a master or general plan . . . no street, square, park, or other public ground or open space shall be acquired by dedication or otherwise, no street shall be disposed of, closed or abandoned, and no public building or structure shall be constructed or authorized . . . until its location, purpose, and extent have been submitted to and reported upon by the planning commission having jurisdiction."

OTHER PRECISE PLANS

Other precise plans are necessary to effectuate the General Plan. Studies for them should be undertaken at once:

Downtown Plan, a unified approach to creating an economically sound and physically attractive and efficient downtown of the future through coordination in merchandising and also in matters of access, circulation, off-street parking, land use and appearance in the central area, integrating the business district with office, governmental, and other uses in the vicinity into a vital "core area".

Civic Center Plan, indicating the expansion of the Civic Center site, relationship of the Civic Center to adjacent areas and uses, and relationships on the site of buildings and uses, parking, landscaping, and access, together with a staging plan or priority system for the accomplishment of an integrated Civic Center.

Parks and Recreation Plan, specifying precise locations for recreation sites and the facilities to be provided ultimately at each. A priority system should be developed by the Recreation Commission.

A PUBLIC INFORMATION PROGRAM

The success of a long-range General Plan depends first and last upon broad public interest, understanding, and continuous support.

A public information program should be initiated, imaginatively employing all communications media -- prominent graphic displays, verbal presentations, ect. Programs and accomplishments of the General Plan should be published annually, as required in the State Planning Law:

"65541. After the adoption of all or part of the master or general plan, by the county or city or area planning commission, the commission shall render an annual report to the respective county or city legislative bodies concerned on the status of the plan and progress in its application."

Continuing exhibits, talks, and reports can stimulate and maintain public interest and mark the City's progress toward achievement of its Plan.

UP-TO-DATE INFORMATION

Up-to-date information should be maintained. The land use inventory and the dwelling unit inventory compose a vast amount of data which is most valuable as a basis for recording community growth. These maps are useful indicators of the effectiveness of the Zoning Plan and the General Plan if they are up-to-date.

PERIODIC REVIEW OF THE GENERAL PLAN

Periodic basic review of the General Plan should occur every five years or so. In addition to the constant use of the Plan in reference to particular zone changes and public and private improvements, there should be an opportunity for comprehensive review to make sure the objectives, assumptions, and standards on which the Plan rests are still valid. The Plan must keep in step with technological developments, with plans and events in nearby communities and in the region. And since the Plan must express the goals of the people, periodic review is an opportunity for participation and expression by an informed public, helping to keep the Plan dynamic.

INITIATION OF ZONE CHANGE

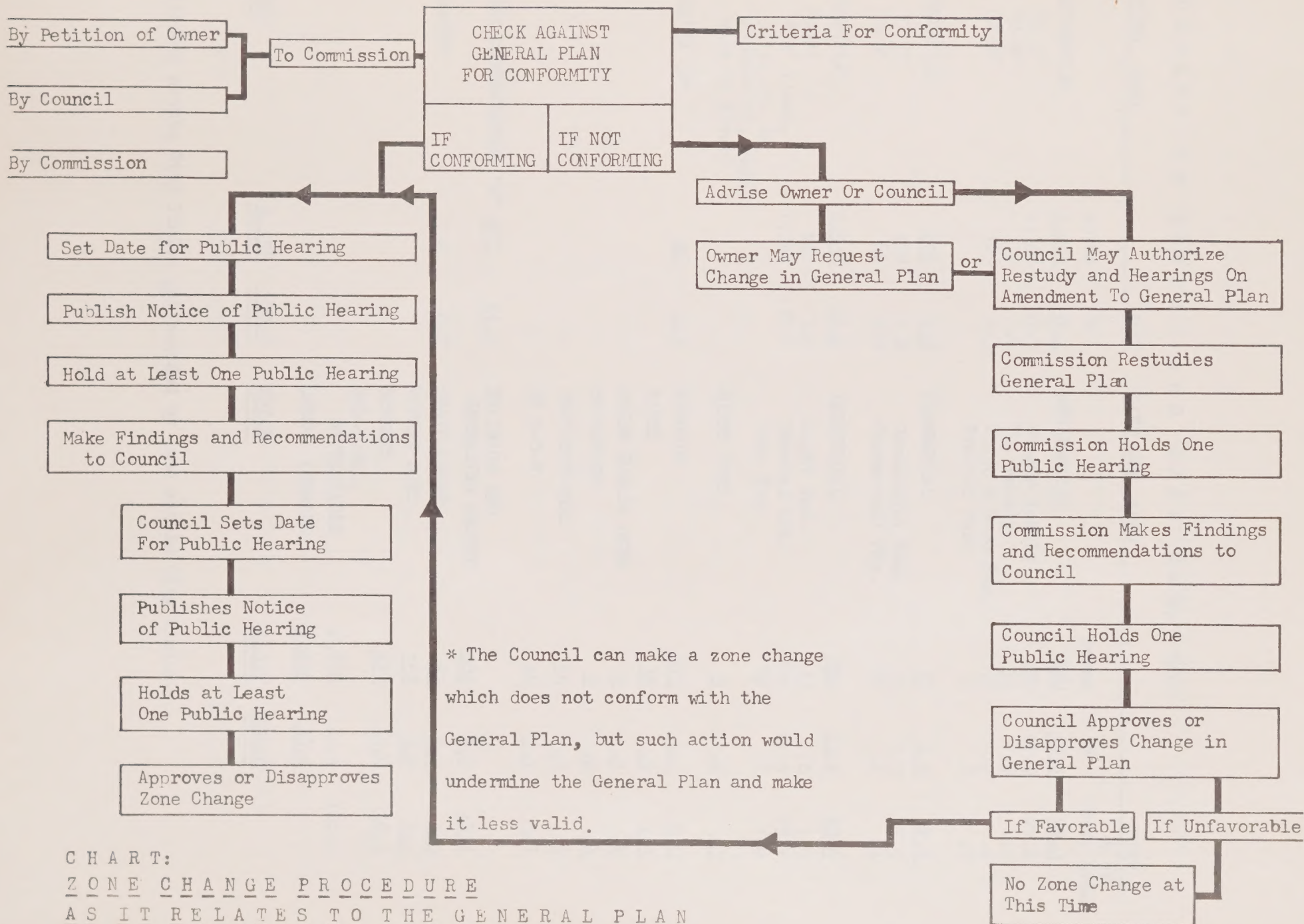


CHART:

ZONE CHANGE PROCEDURE

AS IT RELATES TO THE GENERAL PLAN

SUMMARY OF ZONING AND LAND USE, 1959

ZONING, 1959			LAND USE, 1959		
	CITY			CITY	
	Acres	%		Acres	% of Dev. Area
RESIDENTIAL	<u>1,621</u>	<u>37.4</u>	RESIDENTIAL	<u>840</u>	<u>19.4</u>
"R-1"	1,356	31.3	Single Family	778	17.9
"R-2"	79	1.8	Two Family	38	.9
"R-3"	186	4.3	Three & More Fam.	18	.4
			Trailer Park	6	.2
COMMERCIAL	<u>209</u>	<u>4.8</u>	COMMERCIAL	<u>70</u>	<u>1.6</u>
"C-2"	123	2.8	Commercial Uses	45	1.0
"C-3"	86	2.0	Commercial Pkg.	25	.6
INDUSTRIAL	<u>1,535</u>	<u>35.4</u>	INDUSTRIAL	<u>590</u>	<u>13.6</u>
"M-1"	141	3.3	Light Ind.	43	1.0
"M-2" (incl. 521.4 ac. in annexation, west side of River)	1,394	32.1	General Ind.	518	11.9
			Ind. Pkg.	29	.7
			MIXED USES	<u>2</u>	<u>.2</u>
PARKING "P"	<u>46</u>	<u>1.1</u>	SCHOOLS	<u>143</u>	<u>3.3</u>
			PARKS	<u>38</u>	<u>.9</u>
			OTHER PUBLIC USES	<u>6</u>	<u>.1</u>
			UTILITIES	<u>2</u>	<u>.2</u>
			INSTITUTIONAL	<u>15</u>	<u>.3</u>
			RR R-O-W	<u>48</u>	<u>1.1</u>
WATER CONSERVATION "W"	<u>917</u>	<u>21.1</u>	DRAINAGE AND SPREADING GROUND	<u>384</u>	<u>8.9</u>
UNZONED*	<u>2</u>	<u>0.2</u>	AGRICULTURE	<u>85</u>	<u>2.0</u>
			VACANT LOTS	<u>152</u>	<u>3.5</u>
			STREETS	<u>479</u>	<u>11.0</u>
			SUB-TOTAL:		
			DEVELOPABLE	2,868	66.1
			UNDEV. ACREAGE	<u>1,469</u>	<u>33.9</u>
<u>TOTAL</u>	<u>4,337</u>	<u>100.0</u>	<u>TOTAL</u>	<u>4,337</u>	<u>100.0</u>

* Streets within City limits not bounded by land within City limits.

SUMMARY OF GENERAL PLAN PROPOSALS

GENERAL PLAN PROPOSALS FOR CITY

GENERAL PLAN PROPOSALS FOR PLANNING AREA

	Acres	%	% of Dev. Area		Acres	%	% of Dev. Area
RESIDENTIAL	<u>992</u>	<u>22.6</u>	<u>26.0</u>	RESIDENTIAL	<u>2100</u>	<u>23.9</u>	<u>28.6</u>
Low low density (0-3)	27	.6	.7	Low low Density (0-3)	431	4.9	5.9
Low Density (0-6)	826	18.9	21.7	Low Density (0-6)	1441	16.4	19.6
Medium Density (7-15)	98	2.2	2.6	Medium Density (7-15)	103	1.2	1.4
Trailer Park (10-13)	5	.1	.1	Trailer Park (10-13)	32	.4	.4
High Density (16-25)	36	.8	.9	High Density (16-25)	93	1.0	1.3
COMMERCIAL	<u>144</u>	<u>3.3</u>	<u>3.7</u>	COMMERCIAL	<u>223</u>	<u>2.5</u>	<u>3.0</u>
Neighborhood Comm.	28	.6	.7	Neighborhood Comm.	49	.6	.7
C.B.D.	8	.2	.2	Community Comm.	21	.2	.3
Office-Insti.	27	.6	.7	C.B.D.	8	.1	.1
Highway Comm.	28	.6	.7	Office-Insti.	27	.3	.3
Comm. Rec.	11	.3	.3	Highway Comm.	31	.3	.4
Comm. Mfg.	42	1.0	1.1	Comm. Rec.	31	.3	.4
				Comm. Mfg.	56	.7	.8
INDUSTRIAL	<u>885</u>	<u>20.2</u>	<u>23.2</u>	INDUSTRIAL	<u>1712</u>	<u>19.5</u>	<u>23.3</u>
Light Ind.	250	5.7	6.6	Light Ind.	296	3.4	4.0
General Ind.	321	7.3	8.4	General Ind.	606	6.9	8.3
Rock Quarry	314	7.2	8.2	Rock Quarry	810	9.2	11.0
SCHOOLS	<u>152</u>	<u>3.5</u>	<u>4.0</u>	SCHOOLS	<u>339</u>	<u>3.8</u>	<u>4.6</u>
PARK & RECREATION	<u>227</u>	<u>5.2</u>	<u>6.0</u>	PARK & RECREATION	<u>282</u>	<u>3.2</u>	<u>3.8</u>
OTHER PUBLIC USES	<u>20</u>	<u>.4</u>	<u>.5</u>	OTHER PUBLIC USES	<u>20</u>	<u>.2</u>	<u>.3</u>
RAILROAD R-O-W	<u>47</u>	<u>1.1</u>	<u>1.2</u>	INSTITUTIONAL	<u>51</u>	<u>.6</u>	<u>.7</u>
DRAINAGE AND SPREADING GROUND	<u>745</u>	<u>17.0</u>	<u>19.6</u>	RR R-O-W	<u>81</u>	<u>.9</u>	<u>1.1</u>
STREETS	<u>604</u>	<u>13.8</u>	<u>15.8</u>	DRAINAGE AND SPREADING GROUND	<u>1103</u>	<u>12.6</u>	<u>15.0</u>
				AGRICULTURE	<u>364</u>	<u>4.2</u>	<u>5.0</u>
				STREETS	<u>1074</u>	<u>12.2</u>	<u>14.6</u>
Sub-total (Developable area)	3,816	87.1	100.0	Sub-total (Developable area)	7,349	83.6	100.0
PERMANENT OPEN	<u>563</u>	<u>12.9</u>		PERMANENT OPEN	<u>1,443</u>	<u>16.4</u>	
<u>TOTAL</u>	<u>4,379</u>	<u>100.0</u>		<u>TOTAL</u>	<u>8,792</u>	<u>100.0</u>	

* Includes the 42 acres recently annexed.

S I M O N E I S N E R & A S S O C I A T E S
C I T Y P L A N N I N G C O N S U L T A N T S

Lyle A. Stewart	Principal Associate
Yukio Kawaratani	Project Planner
Royce Neuschatz	Project Planner
Philip L. Walling	Project Planner
Mildred L. Muns	Secretary

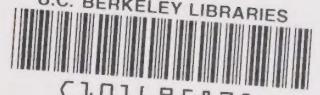
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